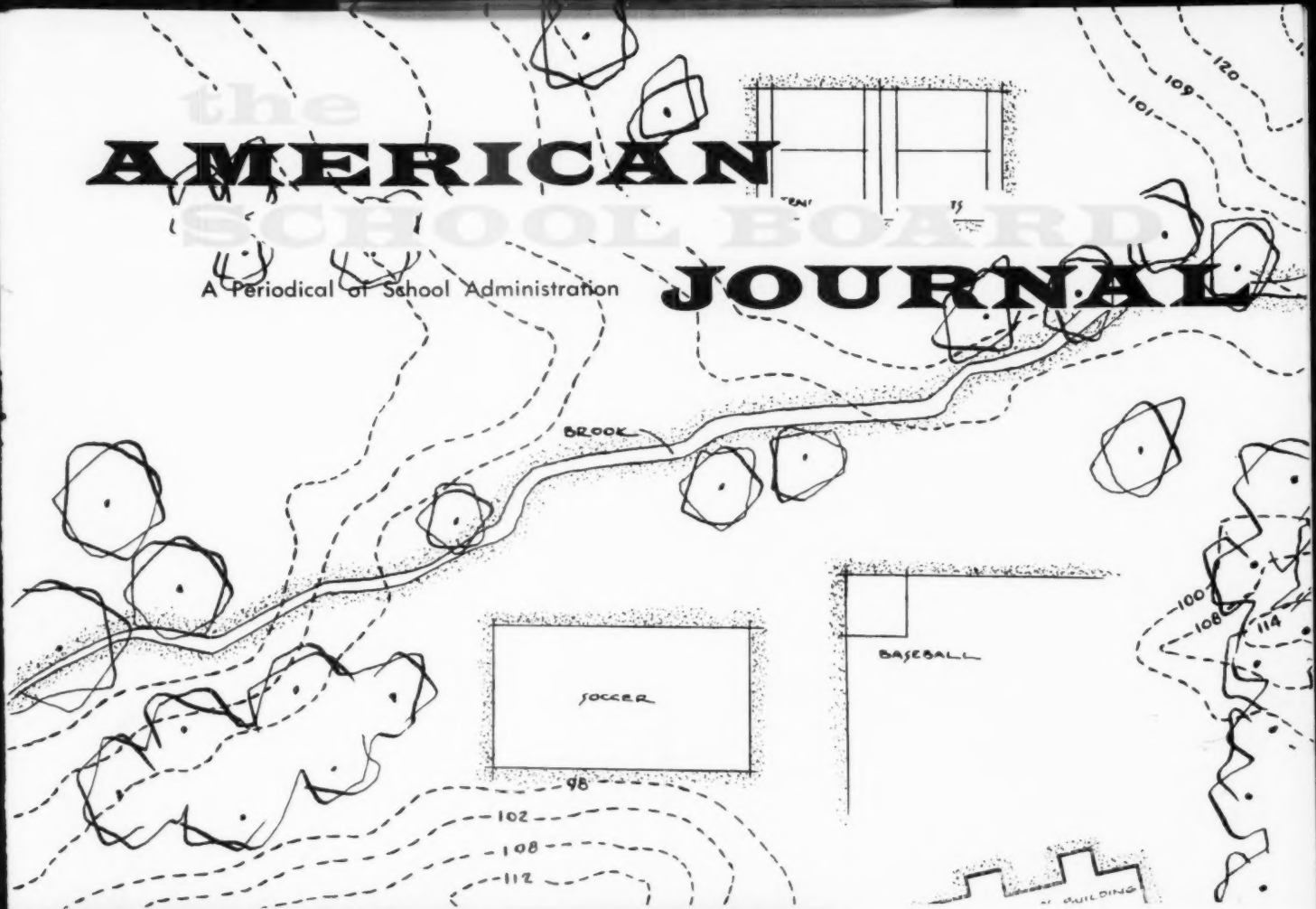


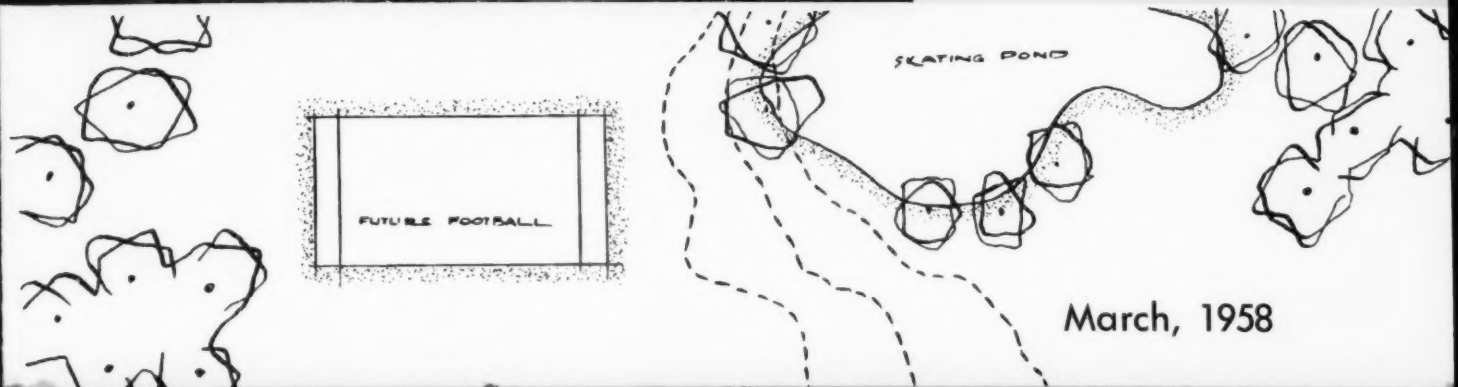
# the **AMERICAN** SCHOOL BOARD **JOURNAL**

A Periodical of School Administration



**Landscape your school site  
for a gold mine  
of teaching opportunities!**

(pg. 41)



March, 1958

"To have a chance for our school bus business,  
your bid must include air brakes"



## FOR SAFETY'S SAKE... INSIST ON BENDIX-WESTINGHOUSE AIR BRAKES FOR YOUR SCHOOL BUSES

Years ago, few school executives and board members ever gave a thought to the brakes on their school busses. And, since they weren't transportation experts, it was perfectly natural that they should take this detail for granted.

But today's traffic conditions and rapidly expanding school districts have brought the subject of "safety" directly to center stage. And you can't focus the spotlight on safety without bringing school bus brakes into the picture.

For more than a quarter century,

commercial bus operators have standardized on *air* brakes because they combine safety, economy and dependability to a degree that no other type brake can approach.

Taking their cue from this, thoughtful school executives and board members are now *insisting* that

*all bids on their school busses include air brakes.*

Doesn't it make sense to you—when safety is such an all-important factor in school bus operation? The full story is told in our booklet, "Their Safety Is In Your Hands". Write today.

### HOW YOUR SCHOOL BUSES CAN BE EQUIPPED WITH AIR BRAKES

On many models of school busses, Bendix-Westinghouse Air Brakes are factory-installed. On all other models, they can be



installed at time of delivery, or later, by your dealer or his authorized Bendix-Westinghouse distributor.

# Bendix-Westinghouse

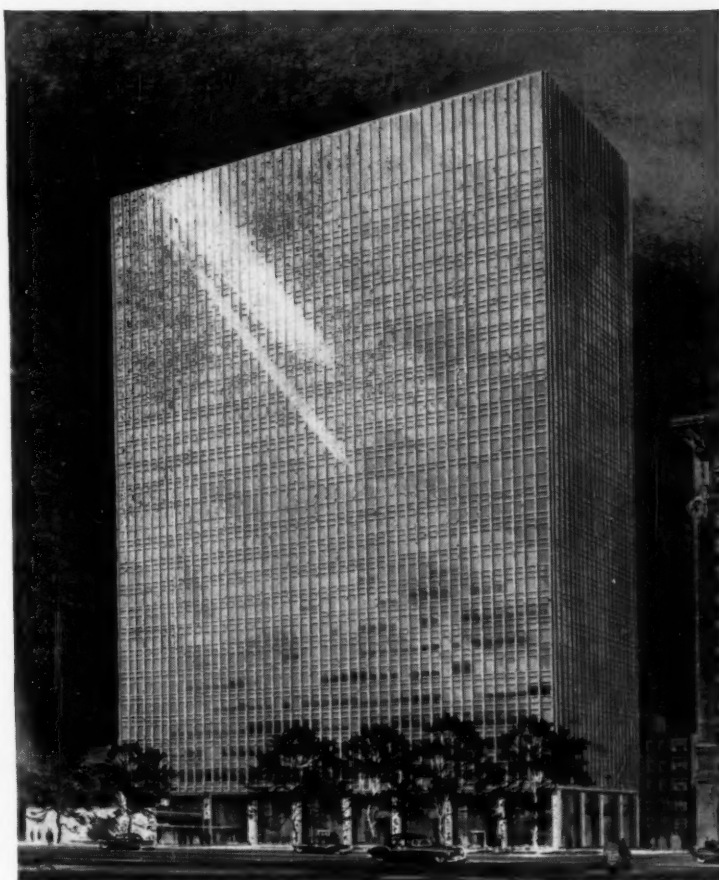
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THE VAST MAJORITY OF THE NATION'S FINE BUILDINGS ARE SLOAN EQUIPPED

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AMERICAN RADIATOR  
& STANDARD SANITARY CORP.  
*plumbing wholesaler*  
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*fixture manufacturer*



## Cleveland's New Skyscraper is

# THE TALK OF THE TOWN

The 22-story, \$17-million ILLUMINATING BUILDING, Cleveland, Ohio, is an impressive architectural achievement in exterior beauty and interior efficiency. The glass and metal facades enclose 400,000 square feet of completely air conditioned office space surrounding a functional center core which houses 10 high-speed automatic passenger elevators, a freight elevator, stairways, washroom facilities, air conditioning ducts and related equipment. The unobstructed floor areas make

possible the most efficient office layouts. In addition to natural light, a fluorescent light system provides a high level of balanced illumination throughout the building. All windows are sealed and are washed on the outside from an electrically controlled, vertically traveling stage. As are thousands of other expertly planned buildings, the new ILLUMINATING BUILDING—Cleveland's new, third largest office structure—is completely equipped with SLOAN *Flush VALVES*.

**SLOAN** *Flush* **VALVES**  
FAMOUS FOR EFFICIENCY, DURABILITY, ECONOMY  
— SLOAN VALVE COMPANY • CHICAGO • ILLINOIS —



Another achievement in efficiency, endurance and economy is the SLOAN *Act-O-Matic* SHOWER HEAD, which is automatically self-cleaning each time it is used! No clogging. No dripping. Architects specify, and Wholesalers and Master Plumbers recommend the *Act-O-Matic*—the better shower head for better bathing.

*Write for completely descriptive folder*



Gymnasium, Riverside School, Riverside, Ill., floor of First Grade Northern Hard Maple.  
Architects: Schmidt, Garden & Erikson, Chicago. Photograph courtesy Hedrich-Blessing, Chicago.



## —by all means for floors meant for feet!

Physical education and athletic authorities *all* approve floors of Northern Hard Maple. Few of them will accord even reluctant acceptance to any other kind of floor. That's a documented fact.\*

And the reasons voiced aren't whims, but expert judgment that demands the respect of school building committees.

Certainly, genuine MFMA-millmarked Northern Hard Maple, properly laid, costs a bit more than splintering woods or makeshift synthetics. But it's *enormously* better—more enduring, more resilient, brighter, tighter, warmer, more pleasant to walk on, stand on, run on, jump on, dance on and, if need be, to *fall* on!

It's backed by many thousands of dollars spent for research to improve manufacturing, uniformity of design and dimension and *proper kiln drying*. MFMA educational work on waterproofing and trouble-free installation methods is available in free booklets, pamphlets and technical research papers. See Sweet's 13j-MA.

\*Ask for Coaches' Survey Summary, available to all Architectural and School people.

where wordless "welcome" softly glows . . . you'll find

# NORTHERN HARD MAPLE

BEECH and BIRCH

THIS MARK—

will identification  
here



(on underside  
of flooring)

### GUARANTEES:

*that* the wood is all genuine HARD Maple, grown north of the Ohio River.

*that* it is precision-milled, per MFMA standardization blueprint.

*that* milling is checked with MFMA precision gauge blocks.

*that* grading has been supervised by MFMA under direction of its official traveling representative.

*that* flooring is true to species (*acer Saccharum*), to dimension and to MFMA grading and bundling rules.

*that* flooring is unequivocally warranted to be a product of a manufacturer-member of MFMA, pledged to abide scrupulously by all rules of the Association, the object of which is to produce—

*the finest floor that grows.*

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CHICAGO 1, ILLINOIS





# THE AMERICAN School Board Journal

*for March, 1958*

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## OUR COVER . . .

A side view of the new and impressive Lake Orion, Mich., community high school, designed by Eberle M. Smith Associates, Detroit, illustrates the blending of the school plant with its site and the opportunities each site holds for incorporating outdoor education into the school's curriculum (pg. 41).

A review of your JOURNAL for March (pg. 4) —→

### WILLIAM C. BRUCE, Editor

Published on the 25th of the month preceding the date of issue by THE BRUCE PUBLISHING COMPANY, 400 North Broadway, Milwaukee 1, Wisconsin. CENTRAL OFFICE: 20 North Wacker Drive, Chicago 6, Illinois. EASTERN OFFICE: 233 Broadway, New York 7, New York.

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"TWO on the aisle"



## two or two thousand!

For church, school or hospital . . . wherever you need good public seating, Hampden makes the chair you are looking for. All-steel, decorator-designed in a variety of styles, Hampden folding chairs offer you top quality at unbelievably low cost! For detailed information on the most complete line of adult and juvenile public seating, write today direct.

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## Your JOURNAL for March

Dissatisfaction among parents and educators with the venerable, legal concept that schools are not liable for their or their employees' tortious acts (such as negligence) is causing "significant cracks" in this doctrine of nonliability. The trends these "cracks" are taking is of increasing importance to every schoolman.

How this changing attitude on the part of courts affects your schools, your teacher, and you is indicated in two very pertinent articles on schools and tort liability (pg. 28). Dr. Reutter's review of the basic background and Dr. Bolmeier's summary of principles to keep school personnel from involvements in tort cases will focus your knowledge of this highly fundamental subject.

Another timely area is education of the gifted child. Concern for our national welfare, among other reasons, is causing many school districts to scrutinize their provisions for mentally advanced students.

A giant step in the right direction in improving teaching of gifted pupils is taken when administrators make deliberate efforts to help their teachers reach bright students. Dr. Gibbs tells administrators how to do this (pg. 23) with a four-stage, to-the-point program.



Designed to help you keep up with the latest trends in various areas of school equipment and supplies, the *School Products Guide* column this month (pg.

78) capsules up-to-the-minute data on school lighting. There's also a listing of literature in the field currently available — all toward aiding you with your school planning.

These, as usual, are only the highlights. Why not page through your JOURNAL for other articles that interest you — but please don't forget the JOURNAL's regular columns. The *March Word from Washington* (pg. 52), for instance, views the current federal aid picture.

## for April . . .

Your JOURNAL for April, the month of the largest National School Boards Association convention in the group's history, will feature a preview of this important program with special articles and pictures.

## The Editor

**SUBSCRIPTIONS.** In the United States, Possessions, and Canada, \$4.00 a year, payable in advance. Two-year subscriptions will be accepted at \$6.00. In all foreign countries, \$4.50; two years at \$7.00. Single copies, 50 cents.

**DISCONTINUANCE.** Notice of discontinuance of subscription must reach the Publication Office in Milwaukee at least 15 days before expiration date.

**CHANGE OF ADDRESS.** When you have a change of address kindly report it to us at once. Send us your old as well as your new address and be sure the Postmaster is notified. Postal regulations restrict forwarded service on magazines to two issues only.

**EDITORIAL MATERIAL.** Manuscripts and photographs bearing on school administration, superintendence, school architecture, and related topics are solicited and will be paid for upon publication. Contributions should be mailed to Milwaukee direct and should be accompanied by return postage if unsuitable. The contents of this issue are listed in the "Education, Index."

# PENTECOR ANSWERS DAYLIGHTING PROBLEMS



## Translucent Mississippi Glass Provides High Levels of Even Illumination Without Sharp Contrasts and Shadows in Columbus Sr. High School

The problem in good daylighting practice is to provide enough light at working levels distant from the window, while avoiding a high concentration of light next to the window. Note how  $\frac{7}{32}$ " Pentecor, glare reduced, performs this perfectly by diffusing daylight deep into this classroom. Each student enjoys plenty of eye-easy, glare-free, natural illumination for all visual tasks. Pentecor floods the entire area with even light, eliminates sharp shadows, achieves an open, friendly feeling.

Pentecor's ability to solve school daylighting problems combined with its attractive ribbed pattern has made it a favorite with leading architects. When you build or remodel your school buildings, make better daylighting a part of your plans. Specify glass by Mississippi. Available at better distributors everywhere.

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Columbus Sr. High School, Columbus, Indiana  
Architect: McGuire & Shook, Indianapolis  
Glazed by: Pittsburgh Plate Glass Co., Indianapolis

Mississippi constantly tests daylighting applications of its glass in a schoolroom erected on factory grounds. Results of these tests and assistance of Mississippi technicians are available to you upon request.



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WORLD'S LARGEST MANUFACTURER OF ROLLED, FIGURED AND WIRED GLASS

# How you can REDUCE SCHOOL COSTS...

Instead of stinting on the heating and ventilating system in an effort to economize, many school boards have reduced the cost of their new school buildings by the installation of an advanced hot water system—and at the same time have increased their classroom thermal comfort.



**? What is this heating and ventilating system that saves up to 20% of the construction, equipment and installation costs incurred by some other systems?**

**A.** It is the Nesbitt Series Hot Water Wind-o-line System. Every classroom has its own Syncretizer for heating, ventilating, and natural air cooling. Wind-o-line fin-tube radiation (in wall-hung enclosures or in storage cabinets) extends along the sill to protect against cold walls and window downdraft.

**Q. How does this system save so much money?**

**A.** The copper tubing of the Wind-o-line radiation becomes the supply and return mains for the Syncretizers in a group of classrooms or an entire wing. This saves on pipes and covering and eliminates expensive pipe trenches, mains and runouts. Circulating less hot water, smaller pipes and pumps are needed. Piping within the units is factory-assembled; labor costs are reduced. Night temperature is maintained by gravity heating, saving controls.

**Q. How does the system create a better thermal environment?**

**A.** By solving (in the only sure way, with Wind-o-line radiation) the cold wall and window downdraft problem, as well as providing (by means of the Syncretizer) the heating, ventilating and natural cooling called for in each classroom. This double protection assures healthful comfort—without physical distraction—for every pupil in the room—even those along the windows. It is “the thermal environment most conducive to learning”—a Nesbitt distinctive.





## These schools saved money

Some of the recent low costs  
for heating and ventilating:

### In Ohio \$1.49 sq. ft.

Bath High School, Lima, Ohio  
Architect: Robert A. Helser  
Capacity: 550 pupils  
Gross area: 37,942 sq. feet  
Total contract: \$372,635  
Heating and ventilating: \$56,700  
Nesbitt Series Hot Water Wind-o-line System  
970 feet of pipe trenches and 1,000 feet of  
pipe covering eliminated

### In Illinois \$1.75 sq. ft.

Rural Street Elementary School  
Rockford, Illinois  
Architect: Hubbard and Hyland  
Engineer: E. R. Gritschke and Assoc.  
Capacity: 700 pupils  
Gross area: 47,250 sq. feet  
Total contract: \$545,713  
Heating and ventilating: \$82,826  
Nesbitt Series Hot Water Wind-o-line System  
1,000 feet of pipe trenches eliminated

### In Wisconsin \$1.62 sq. ft.

Mequiock Elementary School  
Town of Scott, Wisconsin  
Architect: John B. Somerville  
Associates, Inc.  
Engineer: R. J. Cott  
Capacity: 180 pupils  
Gross area: 14,420 sq. feet  
Total contract: \$163,409  
Heating and ventilating: \$23,371  
Nesbitt Series Hot Water Wind-o-line System  
210 feet of pipe trenches, 120 feet of mains  
and piping, 60 feet of pipe covering, and  
night controls eliminated

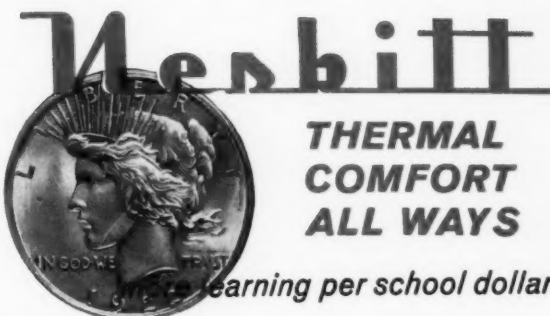
■ ■ ■ The Nesbitt Series Wind-o-line System is an engineering development of John J. Nesbitt, Inc., pioneers in the field of classroom thermal comfort.

No other unit ventilator is equipped to perform as well nor so economically as the Nesbitt Syncretizer; and with Wind-o-line Radiation integrated, the Nesbitt System provides its protected learning environment on the coldest days, even in classrooms with large window walls.

The forced hot water arrangement here described makes it possible for every school to afford and enjoy the unequalled benefits of the Nesbitt System.

Schools in moderate climates where finned radiation is not essential may have the economies of the series piping arrangement through the Nesbitt Mainline System.

Send for the big book, *More learning per school dollar.*



Made and sold by John J. Nesbitt, Inc., Philadelphia 36, Pa.

Sold also by American Blower Corporation  
and by American Standard Products (Canada) Ltd.

# Surveying the School Scene



## THE SCHOOL PICTURE IN 1957

In its fourth annual fall survey of basic, nonfinancial data about the country's schools at the beginning of the school year, the Office of Education reported for September of 1957:

1. The school-age population (5-17 inclusive) grew at over twice the rate of the total population to an estimated 40.6 million on October 1, 1957. This represents an increase of 1.5 million, or 3.8 per cent over the number a year ago. (During the same period, the total population increased 1.8 per cent—from 169 to 172 million.)

2. Full-time public elementary and secondary day schools enrolled 32.9 million pupils in the fall of 1957—22.8 million in elementary and 10.1 in secondary schools. This increase in total enrollment was 1.3 million, or 4.3 per cent more than a year ago.

3. There were 1,255,000 full-time and part-time classroom teachers (786,000 in elementary and 469,000 in secondary schools), a gain of 58,000 or 4.8 per cent over the fall of 1956. The number of elementary teachers gained 36,000, while the number of secondary teachers rose 22,000.

4. The pupil-teacher ratio was reduced from 26.4 to 26.2 between 1956 and 1957.

## FORD FUND TO SPUR BUILDING

An appropriation of \$4.5 million for a five-year program aimed to foster improvements in the construction of school and college buildings was announced recently by the Ford Foundation.

Used to establish the "Educational Facilities Laboratories," an independent, nonprofit organization, the fund would help this agency to conduct research and experimentation that

will show how to use the school dollar most effectively and economically to develop efficient school and college plants and facilities.

The new group also will serve as a clearinghouse of data on school design, building, and equipment for architects, school systems, college trustees, and others concerned with the nationwide expansion of educational facilities.

## SCHOOL BOND BILL

The National Committee on Municipal Bonds is sponsoring a bill in Congress (H.R. 8702) which is designed to lower the interest rates on bonds sold by local school districts. Introduced by Rep. Thomas B. Curtis of Missouri, a member of the ways and means committee, the bill is designed to lower the interest rates by broadening the market for school and other tax-exempt bonds to appeal to regulated and unregulated investment companies.

Under present law, the interest on bonds loses its tax-free status when distributed to company shareholders as dividends. That is, while the shareholders themselves may buy the school bonds directly and receive tax-free interest, the investment company funds are sealed off from the school bond market. The Curtis bill provides that such interest will not be converted into taxable income when distributed to shareholders.

## CRIME IN NEW YORK SCHOOLS

In an effort to curb crime in New York schools, the board of education has suspended 644 "incorrigible" students. Under the board's new policy, "any pupil who shall be charged with a violation of law involving violence or

insubordination shall be . . . suspended from regular school attendance."

Such suspension shall not be revoked unless the pupil is "found not guilty by a court of competent jurisdiction."

This dramatic move to "protect the innocent from the violent" (estimated at less than one per cent of the district's one million school population) is the latest step in a running war with juvenile delinquents in New York.

The legality of the board's ouster decree was upheld by State Commissioner James E. Allen, Jr., qualifying his statement, however, with the comment that the board remains responsible for the education of all children under 17 years of age.

Whether to send a suspended student to a special school or have him confined in an institution is being discussed at special conferences of New York Mayor Wagner, Governor Harriman, representatives of the board of education, and the local courts.

## CLASSROOM SHORTAGE DROP

A 12 per cent decrease in the estimated shortage of public school classrooms between the fall of 1956 and the fall of 1957 was reported recently by the U. S. Office of Education. The estimated shortage dropped from 159,000 to 140,400.

The estimated number of pupils in excess of normal classroom capacity dropped from 2,295,000 to 1,937,000.

A breakdown of the 140,400 classroom shortage indicates:

1. 63,200 classrooms needed to accommodate students in excess of normal capacity.

2. 77,200 classrooms needed to replace makeshift, obsolete, or otherwise unsatisfactory facilities.

State procedures for determining the classroom situation—estimating procedures, actual school surveys, etc.—and other aspects of public school education are steadily being improved, according to the report, for the brightened picture.

## OAK RIDGE EXPANDS AID

Twenty-two traveling science teachers are to be sent out from Oak Ridge Institute of Nuclear Studies next year—more than twice the number traveling in 1957.

The Oak Ridge traveling lecture program, which reaches hundreds of high schools, has received a grant of \$90,525 from the National Science Foundation for the 1958-59 school year.

The Oak Ridge Institute is a nonprofit educational corporation of 36 colleges and universities.

## COMMUNISM IN EDUCATION

The U. S. Court of Appeals, in Washington, on January 16, upheld the right of the House Committee on un-American activities to investigate communism in education. The decision was the first interpretation by an Appellate court of the June 24 decision of the Supreme Court reversing the contempt of

(Continued on page 21)

## FOLSOM ON THE FEDERAL AID PLAN

Marion Folsom, Secretary of the U. S. Department of Health, Education, and Welfare, in a recent statement discussed the urgent problems facing the nation in the current technological race with Russia. He points out that it is his belief that the Federal Government should encourage local, state, and independent agencies to meet more fully some of the educational problems which are especially important to national security.

One problem that needs increased attention, he said, is the fact that more than 200,000 young people of high potential ability stop their education each year somewhere below the college level.

The administration's proposals would help meet this problem in three ways:

First, it would provide support for state and local testing programs to identify the potential abilities of students at an early stage. Such testing programs are now quite spotty and inadequate.

Second, it would support state and local

action to improve counseling programs so that those identified could be encouraged to stay in school, work hard in basic academic subjects, and prepare for college.

Third, as a further incentive to able students who lack financial means, it would provide federal scholarships tied closely to the testing and counseling programs. The Federal Government is proposing about 40,000 federal scholarships over a four-year period. The amounts would vary according to financial need and would range up to \$1,000.

A second goal of the proposal is to expand and improve the teaching of science and mathematics in the public schools. The proposal would allocate \$110 million the first year to state and local school systems to help them meet this urgent need.

A third goal is to increase the supply of college teachers and professors. These teachers are needed to train the leaders—statesmen, teachers, scientists—on whom our national security depends.



## **ASE SCHOOL FURNITURE**

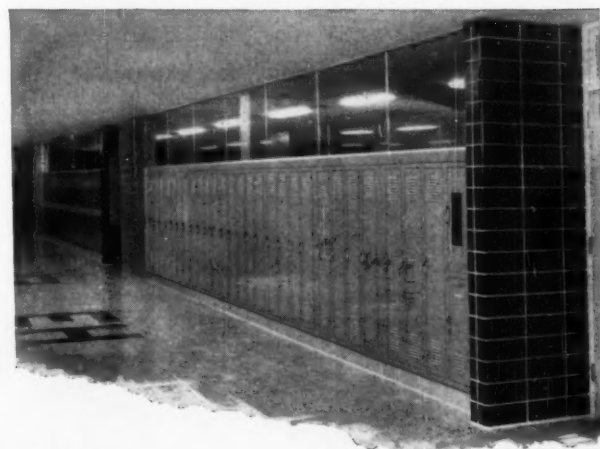
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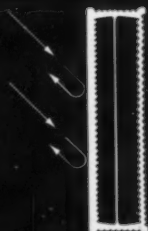
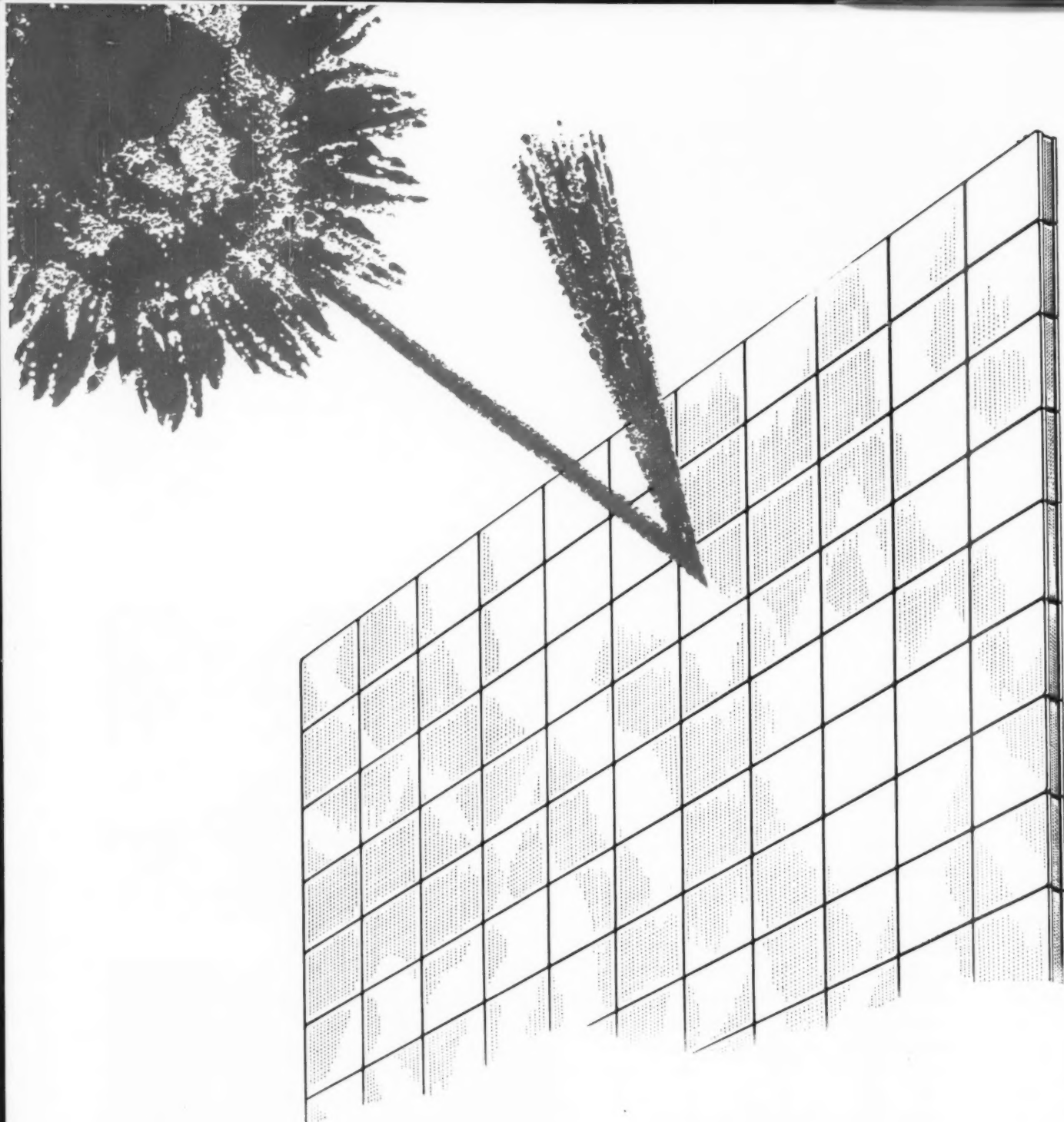
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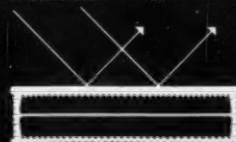
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the same solar heat control benefits, are available for  
horizontal use to transmit cool daylight through the roof.



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**T**his is new Owens-Illinois 80-F Glass Block.

Its specially designed prisms reflect hot sunlight, transmit cool light rays. 80-F is the new way to keep classroom temperatures at comfortable levels . . . to assure maximum student attentiveness, minimum teacher fatigue.



Planning to build a new school? Remodel an old one? Before you start, be sure to investigate the unique benefits offered by Owens-Illinois 80-F Glass Block. For full information, write Kimble Glass Company, subsidiary of Owens-Illinois, Dept. AS-3, Toledo 1, Ohio.

**GLASS BLOCK AND TOPLITE PANELS**  
**TWO ① PRODUCTS**

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GENERAL OFFICES • TOLEDO 1, OHIO

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**Architects:** Ebbets, Frid and Prentice, Hartford, Conn.

**Mechanical Engineers:** Paul D. Bemis, C. W. Freeman, Hartford, Conn.

**General Contractor:** M. S. Kelliher Co., Boston, Mass.

**Heating and Vent. Contractor:** Fredrick Raff Co., Inc., Hartford, Conn.

## Manchester, Conn. Comprehensive Secondary School



Science Department includes 5 general science labs, 2 chemistry labs, a physics lab, also 2 biology classrooms where students learn about the wonders of life.

### **The right room temperature for every school activity is provided by Powers DAY-NIGHT Thermostats.**

Unoccupied rooms are held at economical lower temperatures.

**The heating system** is divided into 16 zones for day-night control depending on type of activity. 212 Powers thermostats control 267 convector valves, 17 large supply units, 15 unit ventilators, 8 exhaust fan systems, 23 force flow heaters and 11 unit heaters.

**6-Lane Swimming Pool** water temperature, radiant panel heating around the pool's edge and domestic hot water supply are all controlled by POWERS Accritem Regulators and Flowrite Valves.



# Help TAXPAYERS for Your New School

## Get the MONEY-SAVING BENEFITS of

# POWERS

## Temperature Control

**Good School Planning** in Manchester's outstanding 91-classroom high school includes many modern features and equipment that contribute to the efficient, economical operation of its \$5,000,000 investment. Accurate temperature control, for example, provides:

**Thermal comfort** assured by a POWERS Quality System of Temperature Control helps keep teachers happy, protects health of students, keeps them alert, aids concentration.

**Lower heating costs**—Powers accurate control prevents waste of fuel in overheated and unoccupied classrooms. Fuel economy alone will pay back the cost of Powers Control.

**Low cost maintenance**—Simplicity and year after year dependability with little attention, is one of Powers most valuable features.

**15 to 30 Years** of dependable control with a minimum of repairs are often reported by Powers users. Some 50 year old Powers installations are still in operation.

**Prompt service** by skilled Powers engineers and mechanics.

**In your new school** make sure taxpayers get the biggest return on their investment in accurate temperature control. Ask your architect or engineer to include a time-proven Powers Quality System of Control.

For further information contact our nearest office

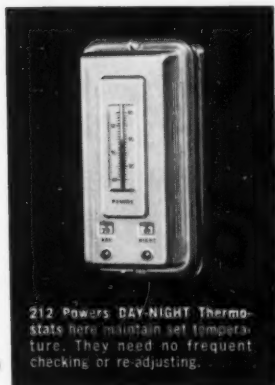
**THE POWERS REGULATOR COMPANY**

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65 YEARS OF AUTOMATIC TEMPERATURE AND HUMIDITY CONTROL



Above: one of three modern gymnasiums.



(C24)





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## **When A Fire Starts It Spreads Unless . . .**

walls, ceilings and other partitions are constructed of proven fireproof materials. Many schools ravaged by fire might have been saved if the flames had been contained only a few minutes longer! Underwriters Laboratories tests fully demonstrated that standard walls and ceilings of metal lath and gypsum plaster (both non-combustible) will restrain fire of up to 1800 degree intensity for a minimum of one full hour. Those sixty minutes could mean the difference between life and death for the children in your classrooms.

## **GENUINE LATH AND PLASTER**

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DEPT. 14



# N.S.B.A. REPORT

W. A. SHANNON Executive Director N.S.B.A.

## Emphasizing Basic Matters

Rapidly increasing interest in the activities and undertakings of the National School Boards Association has been evidenced in many ways recently. Not the least significant of these has been the surprising number of persons who have made reservations for the NSBA's first independent annual convention, which will gather on April 17 in Miami Beach for a three-day examination of the vital theme-subject: "School Boards and the Curriculum."

By February 1, some two and one half months before the opening of the 1958 Convention, the number of confirmed reservations had reached and passed the total attendance at the 1957 NSBA Convention held in Atlantic City. So it is now certain that the 1958 attendance estimate of 2400 persons made in the October issue of this magazine will be far exceeded. The 1957 meeting drew 2021 participants. By February 1, reservations for the 1958 Convention reached 2573; and the number since that time has been steadily climbing. Even with last-minute cancellations, the meeting in April should attract at least 3000 participants.

Although it is probably true that some of this heightened interest is due to the selection of pleasant Miami Beach as the Convention site, much of it may be ascribed to more serious reasons. Among the most important of these is the 1958 convention theme. School board members throughout the United States are vitally interested in the many curricular questions being discussed and debated everywhere with increased intensity, and the opportunity presented by the 1958 Convention to examine them closely with outstanding consultants, experts, and leaders in American public education is one which an increasing number of board members do not propose to miss.

In examining its over-all theme of "School Boards and the Curriculum," the 1958 Convention will provide sessions on such vital subjects as "Priorities in Curriculum Building," "Science and the Liberal Arts," "More Individual Attention to Pupils," "Teachers for the New Era," "Interpreting the Instructional Program to the Community," "School Board Responsibility for Education Beyond the High School," and many others.

### The Need for Basic Policies

All of these subjects are a reflection of important questions which must ultimately be answered and resolved within the framework of basic curricular policies devised and promulgated by school boards with the assistance and guidance of their profes-

sional staffs. Creating such policies cannot be done haphazardly and "between-times," if they are to provide sound bases for administrative action in carrying them out. Only a real desire on the part of board members to examine alternatives as objectively and fairly as possible, and on the basis of broad background understanding and reliable information, will result in appropriate, workable decisions which can be expected to contribute to real improvement of public school education. The implications of this to board members everywhere in terms of *their own self-education* are clear. Board members must take advantage of every opportunity which presents itself to educate themselves about education. The 1958 NSBA Convention is certainly one major opportunity for such learning.

### Greater Concern for Philosophical Bases

School board members in every section of America are demonstrating an increased realization of the fact that they can no longer devote almost exclusive attention to operational business specifics, but must concern themselves more and more with the philosophical bases of American public school operation. Day-to-day managerial details, which are more properly left within the prerogatives of superintendents and their staff anyway, fade in importance when compared with such matters as de-

ciding what the goals and purposes of the public schools should be, what the curriculum should provide and for whom and when it should provide it, and what criteria should be utilized in evaluating the effectiveness of the total program. These are the really vital matters which should occupy the major portion of the attention and concern of the school board-administrator team, because it is from them that the administrative and operational procedures derive their usefulness and their appropriateness.

Today throughout America arguments are raging about the quality of our public schools, what they should be doing, what they ought not to be doing. As Jimmy Durante says, "Everybody wants ta get into de act." Under our traditional system of education in which the public schools remain a reflection of the will and the wishes of the people themselves, this is as it should be. But if we are to avoid the inevitable errors of makeshift, sudden decisions which are reached without adequate information and on the basis of unbridled emotion, school board members must assume greater community leadership in the concerted search for reasoned and reasonable decisions. The very future of the nation itself may well depend in large part upon the example which board members set, because the health of public education and the health of American democracy are closely interrelated.

Some 2300 years ago Aristotle stated that people were not agreed on the things to be taught. Such agreement may never be possible, but it is a pretty good bet that unless the opinion of the majority of the people on educational matters is based upon reliable information and unemotional reasoning, serious blunders may be committed in the name of public school improvement. As those citizens legally charged with directing our public schools, school board members bear an increasingly grave responsibility for the constant improvement of their own qualifications for effective service.

## Large City Superintendents and Citizens Council Officials Plan NSBA Meetings

Two important educational groups will meet in Miami Beach at the same time as the 1958 Annual Convention of the National School Boards Association, it has been announced.

A meeting of Superintendents of Schools in Cities of Over 200,000 Population will be held April 16-18, with headquarters in the Barcelona Hotel. Many of the members of that organization have accepted invitations to serve as speakers, panel members, and consultants at various NSBA Convention sessions, adding to the value of many of the meetings.

It has also been recently announced that

the regional directors and top-echelon staff of the National Citizens Council for Better Schools have planned to hold their meeting, usually called at that time of year, in Miami Beach, in order to permit concurrent attendance at various NSBA convention sessions. Henry Toy, Jr., Council president, will serve as one of the main speakers at the NSBA Convention session devoted to "Special Problems of the Rapidly Expanding Community," and Regional Director Maurice D. Bement will participate as a panel member in discussions of "The Merit Rating Issue."

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## THE SCHOOL SCENE

(Continued from page 8)

Congress conviction of John T. Watkins, a labor union official of Rock Island, Ill. The present ruling affirmed the conviction of Lloyd Barenblatt of New York, a former teacher at Vassar College.

## SCHOOL POLICY AND ADMINISTRATION

### SCHOOL BOARDS REMOTE FROM PEOPLE

According to Dr. John K. Norton of Teachers College, Columbia University, the tendency is for the school board "to become more remote from citizen and community" in larger cities. His views were expressed in a conference on the structure and operation of big-city school systems held recently at Columbia.

To diminish this remoteness, Dr. Norton suggested:

1. Communities that exist within a city should be recognized,
2. Greater authority should be given the local principals,
3. Experimental programs that give more responsibility to the neighborhood should be developed,
4. Practices that link the people with their schools should be encouraged,
5. Schools should keep a file on "talented citizens" in various neighborhoods.

### HOW TO IMPROVE THE JUNIOR HIGH SCHOOL

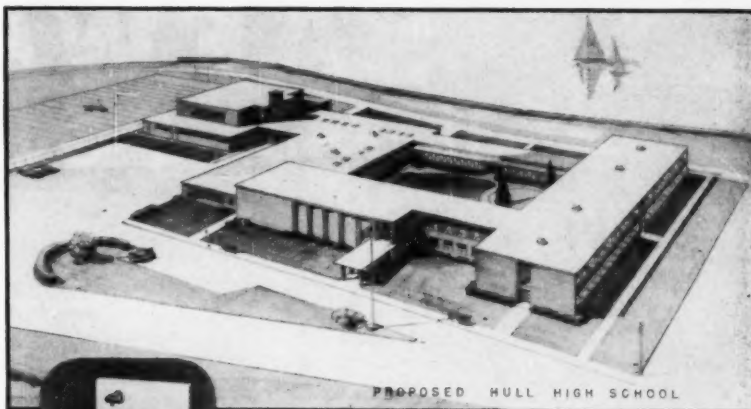
In Pittsburgh, Pa., a superintendent's committee on "the improvement of the junior high school" recently reported, after three years of study, that the junior high school which meets adolescents' needs should be organized as a separate entity, even within a six-year school.

An effective junior high school should include:

- An instructional plan that takes the child by gradual steps from the elementary school program to the senior high school, by increasing each year from seventh to ninth grades the number of different teachers assigned to each student from three to seven.
- Provision for individual differences, including adequate programs for gifted and retarded pupils, by (1) ability grouping in subject classes (especially language arts, mathematics, etc.) separately for each student, by (2) providing varied instructional materials, by (3) assigning a psychologist to pilot junior high schools and contributing elementary schools, by (4) providing qualified teachers for mentally retarded students in the pilot schools, and by (5) setting up a variety of enrichment and acceleration practices for intellectually gifted, pilot-school students.
- Provisions for a program rich in pupil extracurricular activities, such as assembly programs stressing pupil participation, special interest groups (creative writing, art, science, travel, etc.), and service groups (student council, hostesses, speakers bureau, etc.).
- Adequate guidance services for pupils by appointment of guidance personnel (one counselor for every 500 pupils).
- Adequate supervisory help for teachers, by assigning to each pilot school additional vice-principals responsible for supervision and coordination of instruction.
- Adequate physical facilities, by providing

(Continued on page 64)

## Splendid example of school design..

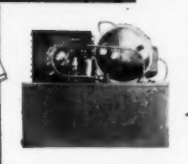


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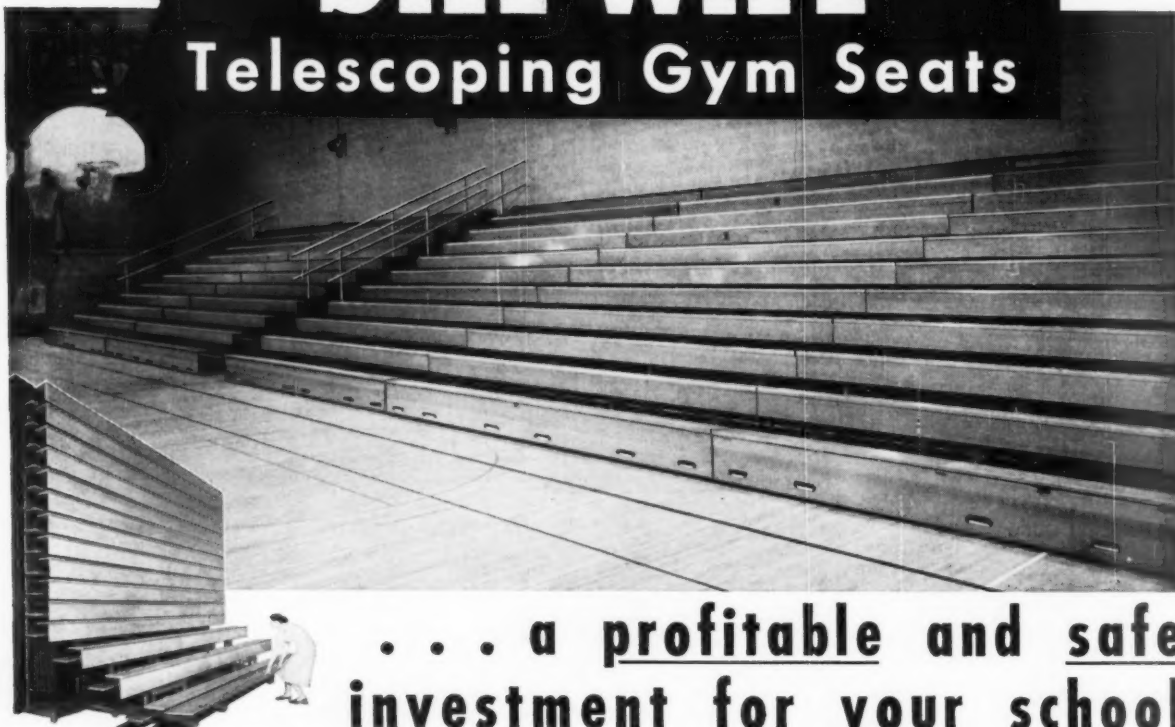
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And with only one or several rows locked open, you can set up convenient sideline seating for athletic practice, dancing parties or other gym floor activities.

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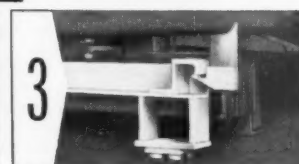
### SAFE AUTOMATIC LOCKING

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(1) **LOCKING OPEN.** As each row is extended, latch drops behind lock bar on carriage ahead to prevent movement between rows.

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(3) **LOCKING SHUT.** With all rows nested, brake pads are lowered and hooks engage brackets on unlocking bar.



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Most administrators recognize the academic acceptance of the philosophy that schools are established and maintained for *all* children but the bright and gifted have often been deprived of their fair share of time and attention. A curriculum so administered that *all* ability groups can attain their highest possible potential will emphasize the gifted.

Effective leadership usually heads the list of things believed to be most essential to success with bright and gifted students when experienced teachers study how to teach and meet the needs of bright and gifted students.

Teachers express appreciation for "an administration that gives me a chance for creative teaching." They point out that merely having interested administrators was not enough. *Active Leadership at the top level* is essential.

For example, "In our district, we apparently must start from scratch," states the teacher. "Individual teachers are interested in the gifted child but there is no directing force. We are a very conservative community so all changes must of necessity be slow. Our school is fairly well advanced in its basis for identification of superior students, but we have not thought through what we should do after we have identified them."

It is definitely a responsibility of the administrator to think through problems and offer solutions which fellow administrators, teachers, parents, and the students themselves accept. He must stimulate and encourage groups to study and experiment. There must be aggressive action which includes: (1) professional attitudes. (2) administrative

## The Gifted Need Administrative Leadership

**ELSIE FRANCES GIBBS**

Director of Secondary Education, San Bernardino, Calif., Schools

organization, (3) financial provision for extra needs, (4) curricular and cocurricular planning and evaluating, and (5) development of community resources.

### Professional Attitudes

In developing professional morale the administrator's own attitudes are a deciding factor. He recognizes that teachers, who are professionally trained and capable, can be members of the school team, working shoulder-to-shoulder with administrators.

In discussions these teachers enumerate many highly acceptable administrative practices. One notes, "Our system has a city-wide committee appointed by the superintendent with top leadership from his office voluntarily serving on it. Each school has representation and a subcommittee of its own. We don't all do exactly the same things but at least we are informed as to what others are doing and have guidance, approval, and recognition for our work.

A series of workshops in the interpretation and use of test results within our own classrooms as laboratories goes far beyond the formal study of testing, etc., I did at the university.

"This is such a contrast to the attitude of the administration where I taught previously. There they did some testing but I presume the principal took the results to his office and sat on them. When some of us asked to see and use them, he said if we would do a good job in the classroom, he would see to the interpretation of the test results."

For a systematic testing program leadership was needed, teachers believe. They feel a better job could be done from the guidance point of view in selecting those called bright and gifted. Often the only criteria is an I.Q. on the last mental maturity test. This limits the program vastly and overlooks many capable students who would profit from a special program.

Teachers would like to work with administrators in interpreting test results, especially those working special curriculum areas, and they would like to assist in selecting students who can be superior in a specific field such as mathematics. "If we catch and challenge these students *early* enough we may have more mathematicians."

Many teachers recognize a lack of their own acceptance of students identified by tests as possessing superior potential but who had failed to demon-

**What can the administrator do to help his teachers  
effectively meet the demands of their gifted students?**

strate that potential in the classroom. As teachers, they recommended administrative organization to study this problem of underachieving in an endeavor to solve it.

Another identification needed is the quiet but gifted child that just sits. As teachers look back on classes they had had, they thought of many quiet, capable learners whom they were willing to accept as good students but should have sparked into more areas of learning. Children new to the system, for whom there are no available test data, are sometimes thought dull until they may suddenly lose their tension and do outstanding work. Such a case was cited where the child was being compared with a bright and bubbling sister — "Jim didn't bubble but he was very bright."

Several city systems have gone far beyond the committee stage and have a well-trained interested administrator appointed by the board of education whose sole responsibility is to develop the program for the gifted. His assignment includes working with many administrators and teachers in developing the whole program. If they encounter problems, teachers may seek understanding and guidance at a high level.

Certain smaller systems and individual schools were cited because they permit their personnel to participate in workshops and meetings which tend to keep them abreast of what others are doing. They bring in speakers, provide recent publications on the gifted for their professional libraries, and keep informed as to the progress and problems of their own teachers, thus stimulating professional interest and growth.

#### Administrative Organization

Grouping deeply concerns some teachers, but not to the extent one might expect when he listens to a group of administrators discuss the problem. Teachers urge the application of some principles of grouping to avoid extremes in intelligence range from the genius to the moron being in the same class. They would avoid registering students of extremely high abilities in classes that are already oversize.

The need for freedom to develop a flexible program is voiced again and again. Students need a learning environment that will encourage them to form friendships, develop recreational and leadership abilities, and to work happily with their peers. Mastery of basic skills should not be overlooked. With the right incentives, however, bright and gifted students may spend a minimum of time "grinding." School can be a most challenging experience, or it can be exceedingly dull and boring for students with high intelligence.

Class schedules that allow the bright

and gifted more time for enrichment have been accomplished in some districts. Many different techniques are being tried by different schools to meet their own needs. Opportunity is needed for teachers to be able to take or send these bright youngsters on carefully planned and evaluated trips, such as secondary students to colleges and universities, to industry, to forum discussions or centers of cultural interests. Opportunities for "bull sessions," sponsored by a strong teacher who is interested and capable, have been established in many schools and rated excellent by both students and teachers.

Offering courses which will afford top students recognition in college transfer interests many ambitious, well-trained teachers. They recognize it will take much hard work but they are eager to try it. Administrative leadership is imperative for such a project.

#### Financial Provision for Extra Needs

Budgets must take into consideration the problems of schedule, teacher assignment, and identification. Most teachers are realistic and recognize that administrators have many problems, one of the most challenging being finance. Yet they constantly wish that the authorities who manage the finances of the schools' systems would somehow realize the potential of *The Gifted Children* and provide appropriate funds for their advancement.

"How are we going to convince the board of education that the cost in teaching the gifted is just as important as the cost in teaching the mentally retarded?" teachers ask. "Where will we find teachers willing to take all the extra work while still carrying a full program load? Who will decide this direction? These are all questions that, in our district, need answering. These are problems to which our top administrators should give direction and encouragement."

School personnel are frequently making comparisons between the amount of money available for the mentally re-

tarded and that needed for recognition of special needs of the bright and gifted. Provision for them involves long-term district and state-wide finances.

In the meantime teachers hope for more adequate programs within the local school and classrooms. A discerning administration understands that many and different materials are needed to teach bright children in order to provide enrichment on a horizontal level. It will seek to provide a variety of books for reading and research as well as materials for experimenting and investigating in science and funds for trips to places of interest.

#### Materials for Enrichment

Printed materials for needed enrichment run the gamut from recent library publications for students to materials concerning the gifted for the inspiration and guidance of the teachers themselves. Teachers express need for recent books and articles on the gifted child, written by authorities in the field, and arranged in such a way that teachers could quickly find the answer to specific problems concerning gifted children.

Teachers recommend a selection of books and articles to be shared with the parents to help them understand their child more thoroughly and continue at home the things the teachers were trying to do at school.

A well-equipped classroom needs facilities such as science displays, including terrariums, aquariums, rock collections, materials for simple electronics, and many simple books on natural science. Children with a wide range of abilities and interests need comparatively mature books for free reading and research. Picture encyclopedia are rated a necessity. Other equipment to make enrichment possible include games to stimulate the bright minds in free time, tools for carrying out construction in committee work, plenty of art materials, a science kit, and facilities for many trips to community resources. (Examples frequently cited are: truck terminals, airports, houses under



"Aggressive action" by the administrator should involve:

- (1) **professional attitudes** in which the administrator recognizes teachers of the gifted as professionals . . .
- (2) **administrative grouping** in which extremes of student intelligence in the same class are avoided . . .
- (3) **financial provision** in which funds are made available for an adequate program . . .
- (4) **curricular planning** in which administrative policies are clearly defined . . . and
- (5) **development of community resources** in which the rich background of community resources are made available for teacher use.

construction, highway constructions, beaches, mountains, cities, and police stations.)

While many teachers look with longing eyes toward these items of physical equipment, others turn their attention to things they could do personally, such as committee work in their own schools. It is the administrators, however, who must provide the time and the encouragement.

Development of a bibliography of children's books listed under subject matter and interest areas appropriate to bright and gifted children at the teacher's own teaching grade level, similar to such lists of audio-visual aids and musical recordings now available, could be a teacher's project. A file on resource people in the community who could come to the school to enrich school curriculums has proved helpful.

Interchanging of ideas and experience by special meetings with other teachers of the same age level of gifted students help teachers to improve their own knowledge of the gifted. Such meetings take teacher time, and teacher time is money, but teachers feel it is an investment with fabulous returns.

#### **Curricular and Extracurricular Planning and Evaluating**

Changes in curriculum involve policies of administration and guidance as well as differences of instruction within the individual classroom. Shall a child be accelerated? How much? When in his school career? On what criteria? Established and administered by whom? What encouragement will be given him and his parents in preparing and interesting him for a scholarship if there is financial need? What efforts are made to develop leadership—leadership in school-wide activities for these more capable students?

In some schools student body leadership is merely a vote of popularity; in others real responsibilities requiring a high degree of ability and leadership are assigned to students. The brightest are spotted early; through guidance,

special curricular planning, encouragement and training in extracurricular and leadership, they are ready and eager to "stand" for student elections. Top students usually win, for they have successfully demonstrated their leadership abilities again and again and their peers know them.

What does the administrator expect of the teacher of gifted children and how can he help her become the kind of teacher he wishes her to be? The conscientious modern teacher knows that school is much more than the mechanics of learning; she is concerned about many problem areas, but she is especially concerned in the human relations of the bright and gifted. Their mutual problem is, how can teachers see the children's point of view, the student's background, and *reasons* for doing as they do? How can they more effectively encourage all-round personality development, creativity, leadership, dependability, and thoroughness, both at home and at school? How can administration aid teachers to succeed so that they will be able to help their gifted "find themselves" before their wonderful potential becomes buried through the development of negativistic attitudes and poor work habits?

Teachers encourage students to develop projects for enrichment; they provide room in their programs for profitable activities other than reading and drill. They endeavor to instruct in an interesting and meaningful way, stimulate students to continue school and help them to be happy and well adjusted. These teachers observe when the bright and gifted are bored, frustrated, or underachieving. They help them overcome causes of maladjustment, or frustration, and utilize possible cures.

#### **Community Resources**

Many discerning teachers see the community as much more than a rich background of easily available resources. To them the bridges of understanding are recognized.

To develop an understanding between the child, the parents, and the community is one of these bridges. To strengthen the community relations into a deeper understanding of the talents and services these children have to offer is one of these goals.

How can administrative leadership help teachers pool their information so that it is quickly available to the new and busy teacher? A trip book produced by the school system is available in many schools; booklets or card files giving resource community speakers will be helpful if they give enough vital information and are kept up to date. Again administrative leadership may sense the need and provide a way of meeting it. Does the community afford a zoo, museums of various kinds, wooded areas where children can study nature firsthand? Does it have well-equipped libraries? Would industries and business make their plants accessible to students under supervision?

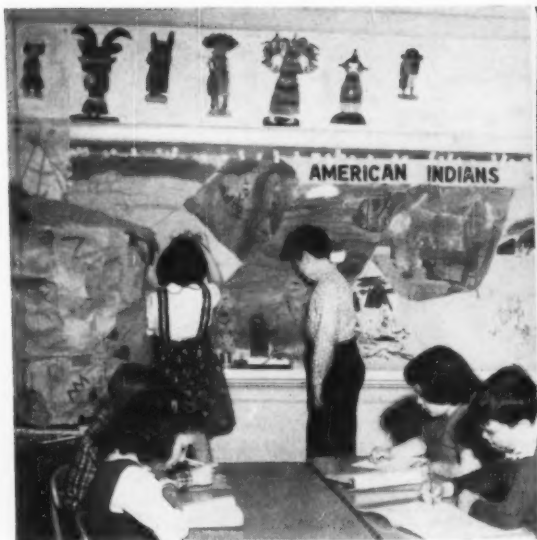
Bibliographies of books in special interest fields in public libraries which are more adult than those ordinarily provided in the average high school may be time savers for the teacher of the bright and gifted.

Administrative leadership is essential in achieving the proper balance in utilizing community resources so that they will not overbalance school policy and routine.

#### **An Understanding Administrator Supports the Teacher**

In creating school environment for learning for gifted students, the first and foremost factor affecting growth of these youngsters in a wholesome and desirable way is the teacher. But back of the successful teacher is an understanding administration that recognizes the problems, needs, and attainments of both teacher and students and accepts the responsibility of providing understanding leadership. In providing for the bright and gifted, the effectiveness of learning for all children will be increased.





Left: "American Indians" fascinate third graders who read articles and books on the subject and paint murals, learning to read, spell, draw, etc., as well as absorbing facts in history, geography, etc. Above: the art director advises second graders on a mural.



Basic electronics for embryonic fifth-grade engineers (above) and "Life South of the Sahara" for sixth graders (below, right) are popular topics. Directly below is a first-grade reading group, part of the separate basic study drill still required.





In Merrick, N. Y., they stress teacher-pupil research projects to teach basic learning processes, as —

## *Group Activities Spur Learning*

**ROLAND CHATTERTON**

Principal, Union Free School District No. 25, Merrick, N. Y.

In Merrick, N. Y., teaching and learning through co-operative pupil-teacher research — termed “Co-operative Research Topics” — has now largely replaced the former emphasis upon learning basic curricular subjects in a separate, unrelated fashion.

Separate drill in these basic skills, such as reading, writing, spelling, mathematics, etc., is still required; learning these skills, however, is incorporated into the research topics rather than by “jumping” from subject to subject every half hour of the school day.

From the first through the sixth grades, pupils study such topics as animals, storyland, our community, toys, things that live, communication. New York City, Western United States, Europe, recreation, etc. Most classes

study from four to six such research topics each year. While studying them, the children are divided into groups within the classroom.

These groups do additional reading, plan projects with school consultants (art, music, health, library, crafts, and homemaking teachers), conduct experiments, and report their findings to the entire class. The group work on these topics requires simultaneous reference reading and study in such subjects as history, health, geography, science, government, human relations, etc.

Although the factual information gained by the pupils during their study of a research topic is important, it is the process by which pupils learn that is the real purpose of this type of learning. That is, the selection and completion of these topics by the teacher and pupils are subordinate to the study skills and the work habits that pupils learn in the process.

Records kept by the teacher point out the accomplishments of the class and show where emphasis is needed for the pupils' better understanding of their inclusive topic of study or of their basic skills.

The Merrick faculty believes that the best time to develop in children a love of learning and a true understanding of the value of knowledge and skills is in the elementary school when they are learning their basic facts and study skills. More and more members of the community are realizing that this is the way to learn if what is learned is to have significance, meaning, and practical application to the problems met in everyday living.



**It's more than the  
CONVENTIONAL  
thing to do...**

School board members and educational leaders from all 48 states will gather in Miami Beach next month for the biggest and most important annual convention in the history of the National School Boards Association. More than 3000 board members, outstanding speakers and special consultants, superintendents, and guests will be in attendance when the gavel sounds on April 17th to begin proceedings in the Fontainebleau and Eden Roc headquarters hotels. A provocative program, planned around the 1958 theme of “Schools and the Curriculum,” an outstanding convention exhibit, and the special events and entertainment planned for the participants will make the 1958 N.S.B.A. convention in Miami Beach a most stimulating and rewarding experience.

**See you in  
Miami Beach!**



# Tort Liability and the Schools

## I Tort Liability of the School District

E. EDMUND REUTTER, JR.

Professor of Education, Teachers College, Columbia University

One of the time-honored concepts of the common law in the United States is the doctrine which holds that governmental agencies are not liable for their torts (civil wrongs not involving contracts—for example, negligence and trespass) nor for those of their employees. There is, however, an increasing dissatisfaction among educators, lawyers, parents, and citizens in general with the social injustices of this rule. Feeling runs especially high in regard to the tort of negligence.

Children are required to attend school but under the common law are not protected on school property to the extent that they would be on private property where they might go voluntarily. In most jurisdictions, for example, a child injured on school property due to the unsafe condition of a school building would have no legal redress. Also, except in a few states, teachers and other employees while on duty are not afforded the protections enjoyed by most other workers in our society. When a worker in private employment is negligent in the course of his employment or in the intended furtherance of his employer's business, the employer is liable to third parties thereby injured. This doctrine, known as *respondet superior*, does not apply under the common law to public employees, whose employer is considered to be "the people." It is true, of course, that a judgment for damages could be obtained against a negligent teacher, but it is difficult to collect large amounts of damages from most teachers because of their limited financial resources.

### Bases for Governmental Tort Immunity

Various reasons have been assigned by courts and writers of legal treatises for the doctrine of governmental tort immunity. It is well to examine the major ones as to their acceptability when applied to school districts in the United States at the present time.

The basis of the idea, historically, goes back to the concept that "the king can do no wrong." This idea was applied to government in general and devolved to the school district as an instrumentality of the state. Since torts are wrongs against persons or property, the theory holding that government cannot commit wrongs would relieve school districts of tort liability. Another justification offered for school district immunity is that no private or corporate benefit is derived from the operation of schools. The school district performs only a public function for the public good. According to this argument, the district acts involuntarily, and no liability should be permitted to accrue for mistakes. Another argument denies that any master-servant relationship exists between the school district and its employees. Since the nature of public employment differs so markedly from private employment, it is contended that the afore-mentioned doctrine of *respondet superior* is inapplicable.

Other reasoning for retaining the doctrine of school district immunity from tort liability clusters about the issue of funds with which to pay dam-

ages. School funds are mainly taxes levied for educational purposes. They cannot, without specific legislative authorization, be used to pay damages. Also, school property is exempt from attachment for payment of damages. Furthermore, except perhaps in large and wealthy districts, budgets would be knocked askew by the uncertain element of damages. The quality of the educational program might suffer great harm if funds were diverted to pay damages. According to this line of reasoning, the individual's interest in being reimbursed for injuries suffered due to negligence of the school district must yield to the greater interest of the public at large in the operation of the schools.

### Modifications of the Doctrine

Since the doctrine of school district immunity is in the common law, it can be abrogated or modified either by statute or changed judicial interpretations. It is possible to categorize the existing exceptions to the doctrine of nonliability in tort of school districts into seven broad classifications, three involving legislation and four involving court interpretations.

One legislative approach, utilized in a few states, is to basically abrogate the doctrine. California and Washington have imposed tort liability on school districts directly by statute. California makes no exceptions. In Washington, accidents involving playgrounds, athletic apparatus, and manual training equipment are not covered by the law. In these states, school districts have no special status in regard to suits involving negligence. The doctrine has been modified in North Carolina so that it affects "tort claims against county and city administrative units for injuries arising out of the operation of public school buses." Power to decide such claims is vested in the North Carolina Industrial Commission. If the Commission awards damages against a local board of education, the damages are to be paid by the state board of educa-

Dissatisfaction among educators and parents with the time-honored legal concept that schools are not liable for their torts (civil wrongs not involving contracts, as negligence and trespass) nor for torts of their employees, is causing "significant cracks" in the doctrine of nonliability. These two vital discussions of the contemporary situation — the first, a capsule background review of basic trends in the "changing scene" by Dr. Reutter; the second a summary of recent statutes and court rulings affecting school personnel and tortious acts — focuses your knowledge of the subject.

tion. A maximum of ten thousand dollars per claim is set by law.

A second legislative approach is an abrogation in effect of that part of the immunity doctrine dealing with liability of a district for the negligence of employees. Statutes known as "save-harmless" laws are found in a few states. They provide that the employee will be "saved" by the district from "financial harm" resulting from a judgment for damages against him arising from his negligence while discharging his duties. It should be emphasized that this type of statute does not directly touch the doctrine of immunity of districts. However, teachers are protected against financial loss, and a practical means of recovery is made available to those who are injured through the negligence of school employees acting within the scope of their employment. "Save-harmless" statutes cover all school districts in Connecticut, New Jersey, and New York. Wyoming recently enacted such a law on a local-option basis.

#### The "Safe Place" Statute

A third category of legislative action comprises indirect exceptions to the district immunity doctrine which have been made in some states. One type of law in this category is the "safe place" or "public liability" statute. Such a statute makes public bodies liable for injuries sustained as a result of faulty construction or maintenance of public buildings. Another, and increasingly more important, exception to the doctrine comes about through legislation requiring or permitting local school boards to take out liability insurance and imposing liability directly or indirectly on a school district up to the amount of insurance held. Usually, under this type of statute, the school board may be sued in order to determine the amount of liability of the insurance company.

#### Modifications by Judicial Opinion

As pointed out previously, legislative

action is one way through which changes in the doctrine of school district immunity have been made. The other way is through judicial opinions. Four distinct categories of exceptions to the doctrine are discernible from an analysis of court holdings. The first is for a court simply to deviate from the long-standing precedent. The New York courts have gone further than those of any other state in judicially declaring the doctrine inappropriate at points. In a leading case, for example, a school district was held liable for its negligence in failing to provide a guard for a buzz saw used in manual training class. The highest court in New York in that case held that where a school board "acts for itself, and not through the agency of its officers and employees, it is bound to act with due regard for the safety of the children and others in its care, in the discharge of those duties imposed on it by law, which are not delegated or delegable to others."<sup>1</sup> Also the judiciary in New York has interpreted the "save-harmless" law in that state as imposing on the district in certain circumstances direct liability to persons injured through the negligence of employees as well as indemnity to the employee should he suffer loss due to his negligence while discharging his duties.<sup>2</sup>

A second classification of judicial exception to the school district immunity doctrine appears in connection with the purchase of liability insurance by a district. It seems clear that the legislature has the power to permit or require school districts to purchase liability insurance and can waive governmental immunity of a district to the limits of the insurance. In the absence of a statute, however, the purchase of liability insurance has been judicially approved in some jurisdictions as an implied power of local boards and

disapproved in others as an illegal expenditure.<sup>3</sup> The effect of the purchase of liability insurance on district immunity has been considered in several jurisdictions. It is generally held that such purchase technically does not constitute a waiver of immunity, although its effect is similar to an abrogation of immunity to the extent of the insurance. In a 1952 case, involving a child injured allegedly due to teacher negligence, the Appellate Court of Illinois held that the carrying of liability insurance *did* waive the immunity of the district to the extent of the insurance coverage. The court found "no justification or reason for absolute immunity if the public funds are protected" as they would be by insurance.<sup>4</sup> This case is unusual in that there was no statute authorizing local boards to purchase insurance.

The same general point of view was accepted in another case where a federal court sitting in Illinois drew a distinction between liability in tort of a district and recovery of damages, the latter being limited to nonpublic funds.<sup>5</sup> It should be noted, however, that not all courts which have recently considered the matter are inclined to deviate from the long-standing immunity rule without specific legislative authorization. In Indiana, for example, it was held at about the same time as the Illinois cases were decided that the "common-law rule of governmental immunity from tort liability is not waived . . . merely as the result of the procurement" of liability insurance authorized by statute to cover "officers, appointees, agents and employees" of the district.<sup>6</sup>

#### Cases of Nuisances

A third judicial exception to the doc-

<sup>1</sup>*Cf. Rogers v. Butler*, 170 Tenn. 125, 92 S.W. 2d 414 (1936) and *Board of Education v. Commercial Casualty Insurance Company*, 116 W.Va. 502, 182 S.W. 87 (1935).

<sup>2</sup>*Thomas v. Broadlands School District*, 348 Ill. App. 567, 109 N.E. 2d 636 (1952).

<sup>3</sup>*Tracy v. Davis*, 123 F. Supp. 160 (1954).

<sup>4</sup>*Hammer v. School City of Hartford City*, 124 Ind. App. 30, 112 N.E. 2d 891 (1953).

<sup>1</sup>*Herman v. Board of Education*, 234 N.Y. 196, 137 N.E. 24 (1922).

<sup>2</sup>*Reeder v. Board of Education*, 263 App. Div. 23, 31 N.Y.S. 2d 113 (1941).



**"Although the doctrine of nonliability of school districts  
for torts is still intact in a substantial majority of jurisdictions  
. . . some significant cracks are appearing. . ."**

trine of nonliability in tort through the years has been made by some courts in cases involving nuisances. There is no simple definition of a nuisance, but basically it is an intentional or negligent interference with the interest of an individual in the use or enjoyment of land. Under the nuisance exception school boards have been held liable in some states in such situations as the following: snow falling from the roof of a school building onto adjoining land;<sup>7</sup> balls being hit from a school playground onto adjoining property which was damaged by the balls and by pupils retrieving them;<sup>8</sup> and placement of a septic tank on school property with the result that the spring of a home adjoining the school was ruined due to pollution from the septic tank.<sup>9</sup> In the last case, decided by the Supreme Court of North Carolina in 1955, the house was made uninhabitable due to lack of water. The court ruled that "The creation and maintenance of a governmental project so as to constitute a nuisance substantially impairing the value of private property is, in a constitutional sense, a taking within the principle of eminent domain. . . ." It should be pointed out that some courts do not recognize this exception to the immunity doctrine.

The fourth category of judicial exception comprises cases involving proprietary functions as distinguished from governmental functions. Some courts do not recognize the distinction between governmental and proprietary functions. Such courts hold that a governmental body can perform only governmental functions. Other courts apply the test, set up by the Supreme Court of Michigan, of "whether the act is for the common good of all without the element of special corporate benefit or pecuniary profit."<sup>10</sup>

Examples of cases where school districts were held not to be covered by

governmental immunity because they were engaging in proprietary functions include renting part of a school building to a lodge<sup>11</sup> and renting a stadium for a football game between teams from two other school districts.<sup>12</sup> In these situations it was held that districts were required to keep the premises reasonably safe in order to avoid liability since the act of renting was deemed not to be a governmental function covered by the immunity doctrine. It should be emphasized, however, that the mere charging of a fee does not make a function proprietary rather than governmental. A charge, however, is generally a necessary ingredient for a function to be considered proprietary.

#### **Significant Cracks Are Appearing**

Although the doctrine of nonliability of school districts for torts is still intact in a substantial majority of jurisdictions, this writer believes that some

significant cracks are appearing. The doctrine of general governmental immunity has been restricted to varying degrees by legislation applicable to some governmental units on the federal level and on the state level in some states. Legislative alterations in the doctrine in relation to school units have been noted in this article. Also a careful analysis of judicial opinions in applicable cases has indicated to the writer an increasing reluctance of courts through the years simply to invoke the immunity doctrine to dispose of cases involving injury on school premises where there is evidence of negligence on the part of school authorities. This reluctance is noted to some extent in the final judgments but it is more apparent in the opinions supporting the judgments and in the dissenting opinions filed.

It is in the American tradition to discard legal doctrines as they become inappropriate to advancing civilization. Of the reasons cited earlier in this paper which purport to justify the doctrine of school district immunity from tort liability, only that related to funds for payment of damages has any practical significance today. But, with the advent of insurance, and with substantially changed and changing governmental social policy, this reasoning is at best an extremely shaky support for a doctrine of such profound import.

## **2 Tort Liability of School Personnel**

### **E. C. BOLMEIER**

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The legal liability of school personnel for their tortious acts is a matter of growing concern. Especially is this true for acts of negligence which result in injuries to pupils and others.

#### **Increase of Hazards**

Scrutiny of the modern school program reveals that more and more activities are being conducted in schools and away from the schools which jeopardize the safety of pupils.

Consider, for example, the hazards involved in pupil transportation where

nearly ten million children ride school buses daily to and from school over superhighways and tortuous byways. Bone-crushing athletic contests for high school youth are promoted where winning frequently takes precedence over the physical welfare of the participants. So-called "field trips" are commonly conducted where large numbers of ram-bunctious youngsters travel great distances among strange and potentially-dangerous environments.

Also in the regular instructional fields the pupils are increasingly subjected to

<sup>7</sup>*Ferris v. Board of Education*, 122 Mich. 315, 81 N.W. 98 (1899).

<sup>8</sup>*Ness v. Independent School District of Sioux City*, 230 Ia. 771, 298 N.W. 855 (1941).

<sup>9</sup>*Eller v. Board of Education*, 242 N.C. 584, 89 S.E. 2d 144 (1955).

<sup>10</sup>*Gunter v. Board of Road Commissioners*, 225 Mich. 619, 196 N.W. 386 (1923).

<sup>11</sup>*Douglas v. Hollis*, 86 N.H. 578, 172 A. 433 (1934).

<sup>12</sup>*Sawaya v. Tucson High School District*, 78 Ariz. 389, 281 P. 2d 105 (1955).



numerous hazards. The areas of greatest danger of liability of school personnel in connection with instruction are, and will continue to be, in the gymnasias, shops, and laboratories. The rapidly expanding programs for technical and scientific instruction, where students will be required and permitted to work with dangerous machines, appliances, apparatus, and chemicals, are bound to increase hazards to pupils, and consequently, liability to those responsible for them.

Now children do not voluntarily subject themselves to these hazards. As subjects of the state, and under statutory law, they are compelled to attend school, to abide by the rules and regulations thereof, and to engage in certain prescribed activities. In so doing it seems just that they be protected by the school officials and employees. In the event they do sustain injuries due to the negligence of those in whose care and supervision they are entrusted, it seems equally just that they be entitled to recover damages for their injuries.

#### **Allocation of Liability**

Although it is generally agreed that someone should be held liable for pupil injury resulting from the negligence of school officials and employees, there is less agreement as to the allocation of the liability. Statutes of the different states pertaining to the subject are in marked variance. Moreover, the facts of an accident case are usually quite different from those of another. Consequently the courts are frequently called upon to interpret constitutionality and legislative intent of the statutes and to weigh the facts of a case. From the court decisions certain legal principles have evolved which should be helpful in guiding school personnel from legal involvements in tort cases.

**School districts:** The prevailing principle of law in the United States is that a school district or a school board is not, in the absence of a statute to the contrary, subject to liability for its tortious acts or for those of its employees. It should, however, be pointed out here that the immunity to liability enjoyed by school districts (school boards) does not extend to school personnel. Employed school personnel are liable for their negligent acts. In fact the immunity to liability of the school district imposes upon school personnel a greater risk of being sued for damages accruing from their negligent acts. It is logical to expect that injured parties should seek recovery from those who are not protected by immunity to liability and who would legally be required to pay damages.

**School administrators:** The question frequently arises as to whether or not school administrators are public officers

—the assumption being that, if they are, they are also immune to liability. Opinions on this question vary. School administrators, such as superintendents, principals, and supervisors, are generally considered to be public employees, not officers, and are thereby governed by laws applicable to employees. In relatively few cases, however, the courts refer to those administrators as "public officials."

The question is somewhat academic, since, even where the court refers to a school administrator as a public official, the statement is made that: "We know of no legal theory which insulates a public official from liability for his own personal tortious acts."<sup>1</sup>

Attempts have been made to hold school administrators legally responsible for the negligent acts of their subordinates merely by application of the "master-servant" principle. For example, a teacher in the Providence, R. I. schools, who received an injury by falling on a floor which the janitor permitted to be slippery, brought action for damages against the principal and superintendent of the schools. The nonapplicability of the master-servant principle is evidenced by a statement from the court: "The relation of master and servant does not exist between public officers and their subordinates, and hence it is uniformly held that public officers are not liable for the negligence of their subordinates unless they co-operate in the act of complaint or direct or encourage it."<sup>2</sup>

The last words of this quotation are pertinent because they imply that a school administrator's action, or lack of action, which contributes to the wrong, could be cause for his own liability.

Considering that school administrators are not cloaked with immunity to tort liability, it is surprising that there are not more instances in which they are involved in litigation on those grounds. The school administrators might have us believe that their extreme caution in administrative and supervisory functions precludes their being held for liability. A more likely reason

is that the public may not be aware that school administrators, unlike school boards, may legally be held liable for negligence.

At any rate, school administrators have no reason for complacency regarding liability for their own negligence or that of their subordinates which could be prevented by competent administration and thorough supervision.

**Teachers:** There are more liability suits for damages resulting from pupil injury brought personally against teachers than others of the professional school staff. That is not because the teachers are discriminated against in any way. It is obviously because teachers constitute the greatest proportionate number of the professional staff, and also because they are more directly in contact with the pupils. They are usually in charge of the pupils while they perform activities in which accidents could occur.

Only in recent years has there been much attempt on the part of teacher-training institutions to apprise teachers of their personal liability. Many teachers are startled to learn of their vulnerability to lawsuits arising from pupil injury. And well they should be! Almost in the twinkling of an eye some unforeseen injurious—even fatal—accident could occur for which judgment against the teacher could be made to the tune of several years' salary.

**Bus drivers:** Tort liability is applicable to nonprofessional school personnel who are entrusted with the care and protection of children just the same as it applies to teachers, principals, supervisors, and superintendents. School bus drivers especially are vulnerable to liability for negligence which causes pupil injury in the process of pupil transportation to and from school.

Because of the numerous bus accidents which occur, and in view of the fact that in most states the school district cannot be held liable for the tortious acts of its employees, it is understandable that action is so frequently taken against the bus driver in attempting to recover damages for injuries sustained as a result of the driver's negligence.

<sup>1</sup>Whitt v. Reed, 239 S.W. (2d) 489 (Ky.) 1951.

<sup>2</sup>Gray v. Wood, 64 A (2d) 191 (R. I.) 1949.

*"From the court decisions certain legal principles have evolved which should be helpful in guiding school personnel from legal involvements in tort cases."*

## Negligence: "Any conduct . . . below standard for the protection of others . . ."

One of the precise legal principles evolving from the numerous school bus cases is that the driver of a bus is not immune to liability by virtue of the fact that the school district is immune. This was illustrated in a North Carolina case where a driver of a bus contended that since the school district was not liable for injuries growing out of the negligence of officers, agents, or employees, he, as an employee of the district, was also clothed with governmental immunity and exempt from liability. As in other similar cases the court denied such reasoning and stated:

Undoubtedly the county board of education, as an agency or instrumentality of the State, enjoys immunity to liability for injury or loss resulting from the negligence of the driver of its school bus. . . . But the driver of the school bus, who is a mere employee performing a mechanical task is personally liable for his own actionable negligence.<sup>2</sup>

### Meaning of Negligence

All school personnel — nonprofessional as well as professional — should be thoroughly aware that they are liable personally for damage caused by their acts of negligence. Negligence in law is considered to be any conduct which falls below standard for the protection of others against unreasonable risk of harm. The standard of care is that which a person of ordinary prudence would exercise under similar circumstances. In weighing the evidence for negligence the courts usually apply the principle of foreseeability, in which a teacher or other school personnel will be held guilty of negligence if he pursues a course of action which any reasonable prudent person would have regarded as dangerous to the pupil's safety.

Despite the numerous definitions for such words as "negligence" and "prudence" it is sometimes difficult to ascertain whether such conditions exist in sufficient degree under existing conditions to determine one's guilt or innocence. Where controversies over liability for pupil injury reach the stage of litigation the courts must decide upon the basis of many variable factors, such as age of the pupil, physical condition of the pupil, necessity of the activity in which injury was sustained, emergency for treatment following accident, and contributory negligence of the injured party.

### Responsibility Following Injury

Liability is not limited to acts of negligence preceding or at the time of the initial injury. There are numerous cases in which bus drivers, coaches, teachers, and administrators have been

charged with negligence for their action or failure of action following the injurious accident. This really puts employed personnel, responsible for the welfare and safety of pupils, "on the spot." Whether or not to administer treatment subsequent to the injury of a pupil constitutes a risk that must be taken with the hope that the court or jury would hold the defendant blameless on what he does or does not do. Here again the jury or court would, in all probability, look for the presence or absence of "prudence" on the part of the defendant.

The potential liability in such instances was brought to the public attention by the 1957 California case in which the school district was sued and ordered by a lower court to pay damages in the amount of \$325,000 for alleged negligence on the part of an athletic coach. Since virtually every newspaper carried the story, the main facts of the case are quite generally known by the public. A youth, having been injured on the athletic field in a pre-season scrimmage, was immediately removed from the field. Complainant contended that the injured boy's early removal from the field, at the coach's direction, aggravated the initial injury and resulted in paralysis from the waist down.

From this case and others it becomes evident that expert medical inspection and treatment, if needed, should be sought immediately after a serious injury is sustained by a pupil. Of course the emergency of the situation is a factor which a jury or court would take into consideration. If a serious emergency exists and no professional medical service is readily available, first-aid treatment from the person who is entrusted with the care of the pupil would likely be upheld by a court even though the results of the treatment might unknowingly be harmful.<sup>4</sup>

If, however, harmful treatment is given to an injured pupil, in the absence of an emergency, the person administering the treatment can be held liable. A convincing illustration of this principle is found in the oft-quoted Pennsylvania case<sup>5</sup> where two teachers, in the absence of an emergency, undertook to treat a ten-year-old pupil by forcibly submerging his infected finger in boiling water. As any prudent person would have foreseen, the scalding aggravated the infection and permanently disfigured the child's hand. The teachers were required to pay damages.

### Avoidance of Liability

**By caution:** Even though there have been many instances in which school personnel have been held liable for pupil injury, with negligence being the alleged cause, it should be emphasized that *one need not be liable*. Not every accident that occurs in a school or en route to and from the school means that either the school or an employee thereof is liable. Were this not true the shortage of teachers in our schools would be still more acute.

Before a school employee can be held liable for an injury sustained by a pupil there must be sufficient evidence that the alleged negligence is the proximate cause of the injury. Perhaps in the majority of all the liability court cases charging negligence of some school officer or employee as the cause of the injury, the defendant has been found to be not liable. In fact no court has held a defendant liable where there was substantial evidence that the defendant acted with prudence and caution in the performance of his duties.

**By act of God:** There are certain legal defenses which sometimes negate liability charges even though some degree of negligence may be present. For example, a school employee would not be held liable if the pupil injury were due mainly to "an act of God," or where an uncontrollable act of the elements occurred.

**By contributory negligence:** The most common legal defense to liability of school personnel is *contributory negligence*. If contributory negligence can be established the actionable negligence on the part of another is likely to be canceled. Of course, in determining a standard of conduct to which the pupil himself must conform, such factors as age of the pupil and nature of the act performed must be considered. The general question of contributory negligence, just like the question of negligence itself, is a matter to be determined by a jury or court.

### Contributory Versus Comparative Negligence

Some students of law believe the doctrine of "contributory negligence" laid down a century and a half ago is outmoded. They advocate in its place a doctrine of "comparative negligence" whereby damages would be divided on a basis of a comparison of faults involved in causing injury. If the plaintiff suffers \$10,000 in injuries, and his fault was 25 per cent of the total negligence involved, he would recover only

(Concluded on page 77)

<sup>4</sup>*Pirkle v. Oakdale Union Grammar School District, City of Oakdale*, 253 P. (2d) 1 (Cal.) 1953.

<sup>5</sup>*Guerrieri v. Tyson*, 24A (2d) 468 (Pa.) 1942.

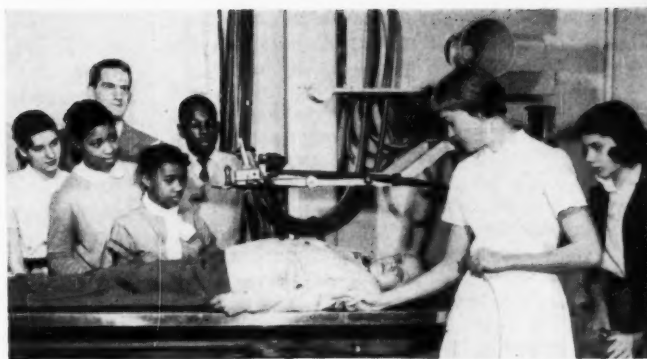
<sup>2</sup>*Hansley v. Tilton*, 65 S.E. (2d) 300 (N. C.) 1951.

A neighborhood walking tour provides  
a stimulating two-way education —

## *Operation Shoe Leather*

**JAIRUS J. DEISENROTH**

Principal, Bloom Junior High School, Cincinnati, Ohio



— Courtesy Cincinnati schools

Students at Bloom junior high school spend a profitable hour at a local hospital.

The finding and retrieving of a stray steer in full view of practically everybody at school one day recently was a splendid example of how a junior high school can trace community movements without going farther than across the street. Excitement galore, and more. Because this happened not in Texas, but in our own old and very much settled section of downtown Cincinnati.

The experienced teacher and the wise parent can see the implications for good teaching in such an incident. With lightning-like rapidity the mature mind skips from the stray steer to the nearby stockyards, to the range on which the steer had been bred, and then quickly to the meat processing plants, also in our school neighborhood. Elementary economics, perhaps, but economics, nevertheless.

Not so easy to evaluate was the second incident of the same day, in which a careless smoker in a house directly across from the school ignited his bed, causing much excitement as fire and police personnel came to work. The potential in this situation was that the smoker was liable to arrest for his violation of a city ordinance. The meaning for citizenship teaching is clear. Boys and girls need little more than a fire to teach them the causes and prevention of such fires which can destroy them and their own homes.

We could stop here with a lesson learned. But this would be ignoring the fact that these two learnings were truly incidental to the school day. Forced upon us without our previous knowledge and without preparation on our parts at school, they are not dependable, these occasional events in the life of a school neighborhood. They are much like the assembly programs staged on the arrival of the itinerant magician or dog trainer. Interesting, but not education in the best planned sense.

### **The Walking Tour**

Our theme is much more pointed than the foregoing, and requires walking shoes for teachers and children, planning, and the follow-up program without which outside activities can be nearly a waste of time. It concerns, simply, the "walking tour," participated in by boys and girls of the junior high school, Or, in fact, any grade of school in which leadership can plan and adapt according to age and experience.

We write "walking tour" in quotations, for in the three brief years we have indulged in this planned community excursion we have been most successful in engaging the interest of boys and girls and their parents.

We might write "walking tour" and really mean a bus trip. But we don't, because our boys and girls, their teachers, and sometimes parent sponsors actually walk every step of the way. This they do not for exercise, but because by walking they are held to the immediate neighborhood. And this is important in these days when the magic word in many a big citizenship venture is "grass roots." The walking tour, the operation shoe leather, is truly a grass-roots matter. And while we hardly see a blade of grass in our entire trip, we do get to meet the butcher, the baker, and perhaps the candlestick maker.

### **A Sample Tour**

Let us jump right onto one of these tours. Here is a sample tour, with suggested points of call. We begin at eight o'clock in the morning, and spend the entire day on the outing. We visit the local fire station and the police headquarters, of course. The nearby hardware store is, in addition to being the oldest in Ohio, the repository for two fine collections: one of pressing irons, which boys and girls enjoy, the

other of locks and keys. Next a wedding outfit shop, which attracts discriminating brides-to-be from as far away as 500 and more miles. The ice cream plant, in which we enjoy a trip through its subzero storage rooms, gives us a treat before we leave. The time clock factory, in which the very clocks we use in our school rooms are made, is next. Then a meat packing plant, which courteously gives lunch to the boys and girls. A fine bakery, a social service agency, and the public library make up the final stops on this tour.

We have open to us, as well, the Cincinnati baseball park — Crosley Field — the last grist mill in the city, several other plants making items vital to our economy, plus numerous institutions which serve our boys and girls and their families.

Up to this writing the boys and girls chosen for these tours are members of the Honor Roll, which fluctuates during the year from period to period. By so honoring these children we hope to inspire others to try for this particular experience. These youngsters make a real day of it; and, while we specify how they must dress, we do little more than that. They bring cameras, walk with their own friends, and in general make a free activity of the tour.

### **Two-Way Education**

The merchants and industrialists who help us to plan these tours are deliberately contributing to the education of these alert boys and girls. We find many of our former pupils among those who greet us as we go through the business houses.

Unwittingly, perhaps, these men and women who aid us are gaining some education, too. They are seeing boys and girls who live in what has been called "the changing neighborhood," behaving well, showing real interest, prov-



ing their right to the education afforded them by the taxpayer. In short, the people whom we visit are learning a simple concept, that Negro boys and girls — nearly 90 per cent of our groups are Negro — are nothing more or less than kids who live in the neighborhood. Kids who might, by some stretch of the imagination, work alongside them one of these days.

The public relations value of such a tour is, if course, inestimable to a public institution which has to go to the public regularly for approval of school levies for money to build schools. The people who work in these businesses live away from our neighborhood, some as many as 25 to 40 miles from work. By our visit, we have taught them something about the need for public support of schools. They know that to vote for the school levy is not only to support the school to which their own children go, but to promote the future of thousands of young Americans who are compelled by circumstance to live in so-called "older" neighborhoods. These kids in downtown Cincinnati (or downtown any place) just must not be left untrained in a democracy. Nor will they be, if those who receive our young tourists have eyes to see.

Without detracting at all from the real values of the long bus trip to the museums, the newspaper plants, the zoo, and the like, we would be less than enthusiastic if we did not indicate that for the most in educational trips, schools would do well to consider the "walking tour." It is cheap, it brings the leisurely learning of the walk, it shows those who live closest to you the best things about your children, and it shows boys and girls that their own neighborhood is not something to be sneezed at!

Primary teachers have been doing it for years, this "walking tour." On the large scale, using children in their teens, the benefits increase by almost geometric ratio. A completely low-budget affair, it brings in to us a return of interest in our school hardly envisioned when we first took off on a walk of this kind.

Back in school again, the standard applications are made, with the addition of trying to bring into the school some of the people whom we met on our tour. Follow-up of such a tour is not unlike the teaching which follows any special device, including the motion picture, TV, and stage presentations.

Perhaps the chief gain to the community is that our once prominent school, which in its forty-odd years has prospered and suffered along with the neighborhood, is beginning to hold up its head again. A good leisurely walk through anyone's own neighborhood might do the same good.

# Please! No Party-Line Executive Meetings!

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One of the greatest conveniences to pressed-for-time executives of any kind is the telephone conference. A half dozen or more busy executives, in one or more states, can discuss vital business on which an immediate decision must be forthcoming without the necessity of leaving their offices. The telephone company will arrange to provide private lines to and from each office, so that each executive may both hear and speak to every other executive and so that all executives may hear and speak to each other.

To those of us who have known the old-fashioned party line, this does not seem nearly as miraculous as it does to those whose memory includes only the two- and four-party lines of today. On those old-fashioned party lines a dozen or more families could listen in on the private business of any family on the line — and even offer gratuitous advice if they so pleased! But this did not extend interstate and, MORE IMPORTANT, it did not provide for privacy! There was no way in which one subscriber on that party line could "cut out" any other subscriber. Our modern telephone conference includes only those conferees invited to the conference!

## Privacy and the Executive Session

This is, indeed, a tremendous and genuine advantage! It is one which most of us desire for our own personal conferences and for those in which the ones near and dear to us participate. **Is privacy provided at school board executive meetings, or are school board executive meetings really party-line executive meetings? Is everything which was said, everything which took place of common knowledge in the community by noon of the next day?**

If privacy and secrecy are not provided in the executive sessions of school board and their staffs, a fundamental human dignity and inherent American right is being ignored and violated! For some years now the theory of the "open door" has been advocated in educational circles and some school administrators have been almost pompously proud of the fact that their doors "are always open to the students and teachers and parents" of their schools. The objection here is not to the "open door" but to the "always open door." The door must be open for people to walk through to come into the presence of the administrator, to know that they are welcome,

**Is privacy provided at your school board's executive meetings, or are they really party-line sessions?**



that they are not interrupting or imposing. *But*, that door must be closed when they have entered in order that they may know that what they have to say will be treated confidentially and privately, that none of their individual, personal business will be broadcast to the school and community!

School boards seem to have unconsciously absorbed this philosophy from such administrators and, also, from the small but vociferous minority of overzealous members of the fourth estate to whom "freedom of the press" means license to invade the private and personal lives of all in search of a "good story." The pendulum of the clock swings in both directions, not just one! There is a need for publicity, and there is a need for silence. There are the rights of the community and the rights of the individual. The taxpayer must be protected and the teacher and pupil must be protected.

School board members are public servants, but they are not slaves of the public. Like any good servants, they owe to their employers certain services—but they also have obligations to their fellow servants. They have obligations to those who help perform their appointed services. It is just as democratic to hold a secret executive session as it is to hold an open public meeting. In fact, it is far more democratic to discuss personal qualifications of teachers and administrators, personal conflicts between pupils and teachers or teachers and administrators, etc., in secret than in public!

### Secrecy in Other Areas

Representative democratic government has specifically provided by law for secrecy in the relationships between attorney and client, doctor and patient, clergymen and supplicant, husband and wife. Sessions of the grand jury are held behind closed and locked doors and all that transpires behind those doors remains in secrecy except for indictments returned. In some states the law of banking requires directors and officers of banks to keep certain matters absolutely secret—such as those pertaining to the persons and affairs discussed at meetings of loan committees. The confidentially revealed financial status, prospects and business, and the industrial, professional, or personal plans of applicants for loans may be utilized by bankers in these states only to determine whether or not to grant the loans—never for any other purpose. The law of the state stands behind secrecy in these matters.

Most of the violations of privacy and secrecy are inadvertent. They are not deliberate or malicious. Frequently they are the result of the presence at executive meetings of unauthorized personnel

or of inadequate physical safeguards. Who are these unauthorized people? Janitors, secretaries, salesmen, parents, assistant principals, department heads, other teachers, even pupils! How do they manage to attend school board executive meetings?

Secretaries are necessary to record the business actually transacted at such meetings—but they also hear the discussion which precedes actual votes. Sometimes a secretary is ill, on vacation, or otherwise unable to be present. A substitute is hurriedly contacted—one who is unaware of the privileged character of testimony, discussion, or revelations, one who is not as highly principled as the one for whom he or she is substituting. As a matter of common sense, an official member of the board can and should act as secretary during executive meetings.

Janitors are unnoticed. They can move freely in and out of executive meetings. Board members are so accustomed to having them open and close windows, shift chairs, bring in coffee and sandwiches, respond to requests for special services, that they are as unnoticed as the furniture in the room itself.

Too frequently during a regular board meeting a matter unexpectedly arises which requires privacy and secrecy. The board meeting is transformed into an executive session by the simple expedient of asking all persons present not official members of the board to leave the room. Many school boards meet in the supervising principal's office which is adjacent to the school office and connecting by means of a swinging door. The "other" people who are asked to leave the room simply go into the outer office where they sit and wait—with ears tuned to the slightest sound from the other side of the swinging door (which is far from soundproof).

### Time and Place for Executive Sessions

When executive sessions are invoked during a regular board meeting, any and every person called into the session is viewed with suspicion by those who remain on the outside and rumors and fabricated stories soon make their way through the community. This is not fair to those for whose benefit the executive session was called in the first place! Executive sessions can and should be held at times when no business except that requiring privacy is scheduled. Such sessions can and should be held in places where unauthorized personnel will not be present and where the physical surroundings will not readily permit a violation of privacy. In one upstate New York community the school board has adopted the techniques which have made the "floating dice game" so difficult for the police to discover: they

meet at times and places unannounced except to the members of the board themselves and these times and places are varied from meeting to meeting. Some of these meetings are held in private homes, some in summer camps, some in hotel rooms. Secrecy is sought and obtained!

Teachers do not have an easy task under the best of conditions and circumstances. Theirs is a responsibility of unparalleled importance in the maintenance and preservation of our democratic republican way of life. Yet teachers are not supermen and women. Like the rest of us, they respond to appreciation and respect, to ridicule and gossip. They have their ups and their downs, their weaknesses and their strengths. A teacher who has been a miserable failure in one school system can become a successful and respected teacher in another—if she is brought to realize the reasons for her failure and given help in remedying her weakness and further developing her strengths. Crucifixion in an open public meeting will not salvage that teacher; open and free discussion in an executive session closed to all except official board members and responsible involved staff, in which all present are sworn to or committed to secrecy, may!

### The Privileged Board Member

School board members are, similarly, no different from the rest of the community on the whole. They are elected by the community, from the community, to represent the community. They are chosen because of faith and trust which the community has in their integrity, their competence, their devotion to the best interests of the young people of the community. Day in and day out during the week they remain their usual, normal selves. But when they attend the board meeting, they become (or should become) transformed. No longer are they dentists, insurance brokers, hardware merchants, contractors, housewives! Like the clergyman, the lawyer, the doctor, the grand juror, the banker, they have taken on a new dimension! They are now public officials *privileged* to receive private and personal and confidential revelations, they are *privileged* to retain these in confidence by the law of the land, and they are in honor bound to keep them forever secret. School board members must transcend their normal selves if they are to serve the best interests of the entire community—which lies in the best interests of the boys and girls of those communities!

Executive party line or executive conference? What is the meeting of your school board like?

# Sputniks, Science, and Spelling



## EDNA LUE FURNESS

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Six guideposts  
toward retooling  
science instruction  
for our  
scientific age

Spelling has held a high priority in the American consciousness.\* In fact, our provincial faith in correct spelling permitted so eminent a man of letters as Oliver Wendell Holmes to comment that Boston had for one of its distinctions "its correct habit of spelling the English language."<sup>10\*\*</sup>

### Spelling and the Future

It is altogether conceivable that spelling is going to occupy an even more important position in the future. Let me explain what I mean. With the recent dramatization of the Sputnik, the public has been shocked to discover that the Soviet Union is educating from two to three times as many scientists and engineers annually as are produced in the schools of this country, which prides itself on its technical advances.<sup>3</sup> Through radio, television, and the press we find out that the number of students now being attracted to science is not enough

that, high school students with such deficiencies are frightened from science. As Dr. Crooks states, "Pupils who cannot read or spell 'escape' science courses, for they fear the 'new' words, the 'big' words, and the 'hard' words, which they cannot read, pronounce, understand, or spell. Poor readers are often poor spellers, and the reverse is also true."<sup>18</sup>

### Six Guideposts

Since spelling has academic prestige values and since spelling ability is necessary for those students going into science, it behooves educators to undertake further research in this area of instruction and to talk in terms of spelling instruction for a scientific age. The writer suggests that the following six steps might serve as guideposts to retooling what the laymen and specialists apparently consider an inadequate program for our future scientists.

#### 1. The Spelling "Consciousness"

Spelling offers a field for the study of what may be called consciousness or knowledge of correct spelling, as distinguished from conscience or the desire to spell correctly. To be a good speller, a person (child or adult) must first feel a kind of compulsion for correct written expression, "spelling consciousness," which in turn leads to the development of what is commonly called "spelling conscience." If this spelling conscience fails to develop, all other efforts at teaching spelling are futile.<sup>13</sup>

Teachers' attitudes toward spelling are in desperate need of overhauling. Many of our teachers, elementary, secondary, and college, have been exposed to so many howlers such as *mid-evil* days, *futile* age, and *ginny* pig, that they have been accused of being immune to the spelling deterioration. But if the elementary teacher does not teach the difference between *it's* and *its* or between *their*, *there*, and *they're*, who is going to teach it? To ask the question is to answer it. Of course, the high school teacher should; and if he does not, then the college teacher is forced to do something about it. To put the matter bluntly, there is need for a concerted effort on the part of all teachers to reassess the teaching of spelling in this age of science and Sputniks, to work on the spelling situation, and in the first place to become increasingly conscious themselves about making students "spelling conscious."

#### 2. Pronunciation

Because of the close association of thinking with hearing and speaking, and the fundamental knowledge of word sounds which the pupil brings to school with him, the pronunciation of words and syllables is an important factor in spelling. Dr. Ernest Horn, an eminent

to supply present needs and will soon fall behind requirements for national security. The result of it all is that several proposals are in the "hopper," one of which was made recently by President Dwight Eisenhower. This is a proposal for a system of "nationwide testing of high school students and a system of incentives for high aptitude students to pursue scientific or professional studies."

To continue. If we examine the other side of the coin we find scientists registering consternation about students' inadequate backgrounds in reading, writing, and spelling. In a paper, "College Students' Misspelling of Five Hundred Common Words," which he read at one of the American Academy for the Advancement of Science meetings in 1956, Dr. Kenneth B. M. Crooks, professor of Zoology at State College, Georgia, shows concern for students who cannot pronounce, read, write, or spell well enough to get the benefits a science course is supposed to give.<sup>5</sup> Even worse than

\*The writer wishes to express her appreciation to Kenneth Jay, Instructor in English Education, University of Wyoming, who went over the manuscript critically.

\*\*Please refer to the bibliography at end of article.

authority of spelling instruction, states: "The correct pronunciation of a word is a *very* (italics mine) important factor in learning to spell it."<sup>8</sup>

Research shows that there is a definite relation between speech and spelling. The converse statement then is that mispronunciation is one of the commonest causes of the misspelling of words. Among the several studies which have been made to show the effect of correct pronunciation on spelling accuracy is that of a British researcher, Fred J. Schonell. This investigator studied 105 children who had marked difficulty in learning to spell. According to his findings 16 per cent were cases which had defective speech, some with organic malformation, paraphemia, disphemia, habitual "thick speech," and mispronunciation. Schonell's conclusion is: "There was ample evidence that faulty pronunciation was a prolific contributory cause of misspelling."<sup>12</sup>

If it is fair to offer several suggestions that have been drawn from a discussion of pronunciation and spelling and that may operate to the benefit of students and their work in science, they are: (1) drill on the pronunciation of words is a valuable part of the daily spelling lesson and should precede the teaching of spelling; (2) the teacher should insist upon accurate enunciation of sounds of letters and combinations of letters in words, as children practice pronunciation individually or in groups.<sup>2</sup>

### 3. The Dictionary

"Poor spellers sometimes argue that the dictionary is of no use to them. In order to find a word, they complain, they would have to know how to spell it to begin with." But the truth is that even if the initial letters of a word are the ones about which the student has a doubt, he can still find the word — by trial and error.<sup>4</sup> If the student does not find *jiblets*, he may eventually try *giblets*. One high school sophomore tried *sychology*, then *phycol-ogy*, and finally *psychology*, thus learning two scientific terms. In other words, the student is checking on the order of a few letters, in the initial position, in the medial position, as well as looking to see if a word ends with *er*, *or*, *ent*, *ant*, *ance*, or *ence*.

### 4. Generalized Rules

The value and the use of rules for teaching spelling have been studied more or less critically for many decades in this country with various results. Some investigators have reported favorably about rules. Others have been less favorable to them. Horn writes, "The only rules that should be taught are those that apply to a large number of words and have few exceptions." He then offers five rules which meet these

requirements, two of which are: (1) "the letter *q* is always followed by *u* in common English words"; (2) "proper nouns and most adjectives formed from proper nouns should always begin with capital letters."<sup>8</sup>

The consensus of the experts seems to be that rules probably are not of more value in learning to spell the words of a basic list than are generalization and attack upon each individual word. To be sure, generalization procedures are important in vocabulary development, which in turn is necessary for the student of science. Also, generalization activities require independence and self-reliance, qualities both indispensable to the scientist or the potential scientist. Such activities may relate to the adding of *s*, *es*, *ing*, *d*, *ed* to form derivatives, and for writing words containing elements such as *son*, *sion*, or *on*. Generalization activities may be based on "grouping of words, analyzing words, recognizing the likenesses and differences in words, thinking of the meaning, and in developing rules for learning words."<sup>77</sup>

### 5. The Crucial Core

Because some people are able to master words rapidly, others less rapidly, and others very slowly, words of a crucial core should be taught to each learner as he needs them. The most important and the most often misspelled at each level should be taught by the instructor and should be learned by the pupils. James A. Fitzgerald has made a list of 222 spelling demons that plague elementary school pupils.<sup>6</sup> Fred C. Ayer made a study of words which are real hurdles to high school students.<sup>1</sup> Thomas C. Pollock, former president of the National Council of Teachers of English, undertook a study to determine the principal spelling errors which college students make in their writing.<sup>11</sup> Dr. Crooks, whose paper we have mentioned and who for 26 years noted and studied his college students' misspellings, has compiled a list (which, by the way, contains no technical words or biological terms) of only words from Thorndike's 10,000 common words. The biologist's list contains five hundred of the "common" words which were misspelled, not just 500 times, but by from 300 to 500 different college students. Dr. Crooks tells us that many students who were not permitted to pass his courses in biology failed because he considered their spelling so outrageous.

### 6. Mnemonic Devices

Now, what to do when seemingly all else fails. In fact one writer, Donald S. Klopp, did come out and maintain that all the saner methods and materials for teaching spelling have failed to develop effective spellers. To aid and abet the

situation, he presented 36 mnemonic devices for the spelling of difficult words.<sup>9</sup> Illustrative of his devices are the following: (1) *all right* — how would *alorng* look to you? (2) *principal* — he should be your *pal*.

In fine, it's time to take stock of the spelling situation and to do some really creative thinking about spelling not only in terms of personal success but in terms of background for scientific study. The present writer is merely suggesting six phases to be reviewed in setting up a spelling program for this age of Sputniks: (1) concentration on the development of students' spelling consciousness; (2) closer attention to pronunciation; (3) increased use of the dictionary; (4) more guidance in generalization; (5) mastery or near mastery of a crucial core at the several levels of instruction; (6) employment whenever possible of mnemonic devices. In these days of fear and near panic, a concentrated effort to put into practice these suggestions may help us find the solution which we so desperately need if spelling is to help us survive in this era of science and Sputniks.

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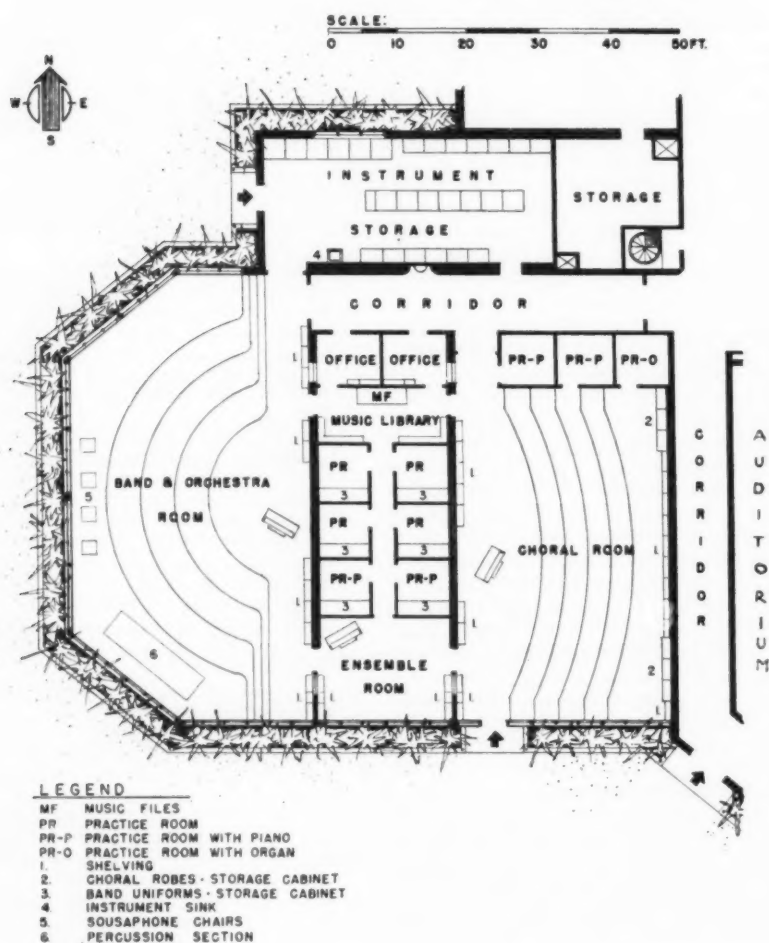
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# Planning



The band and orchestra room (above) and a floor plan of a typical music area of two high schools in Kalamazoo, Mich., illustrating the construction materials and room arrangement of well-planned music departments.



The starting point for planning high school music facilities is the same as for any other educational unit, i.e., what is your philosophy of education and what space and equipment are necessary to implement that philosophy most effectively? The statement, or re-statement, of the place of music in the education of the student should be prepared by the music staff, carefully integrating it into the philosophy and statement of objectives of the school system. A clear and concise statement of philosophy and objectives will indicate what activities might be expected and what space and equipment is needed to implement them.

In general, the problems of space size and treatment, and equipment will fall under five classifications: (1) types of rooms, (2) sizes and acoustical treatment of rooms, (3) mobile equipment, (4) stationary equipment, and (5) storage facilities.

Before dealing with specifics, it would be wise for the music staff to think through ways and means of making the music area useful and available to the community and its organizations at times when the music department is not using the rooms. With the increase in adult education programs and other community groups, it behooves music educators to help administrators defend the cost of the facilities by sharing



# high school *Music* areas

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them with the public who must pay for them.

## Location of Rooms

Three guides for considering the location of the music rooms include: (1) availability and ease of supervision and maintenance for use by public, e.g., parking; (2) convenience for the implementation of educational experiences through musical activities; (3) sound isolation.

The music area should be located near the auditorium stage to avoid equipment moving problems. Should it be necessary to locate the large ensemble rooms one above the other, keep the instrumental ensemble room on the auditorium stage level. Some schools are planning the music area off one side of the auditorium stage, and the speech area off the other side. This makes joint projects of these two departments much easier and provides convenient rooms which are frequently needed for major public performances.

The music rooms should be kept in a compact unit regardless of the number of music teachers. This will make it easier for the architect to insure sound isolation from the rest of the building. Either a separate wing or a wing in conjunction with the auditorium is the most effective location.

## Types of Rooms

Large ensemble rooms such as choral and instrumental rooms should be planned with the growth of the school in mind and with an understanding regarding the maximum size of band,

orchestra, and choir which will be permitted. Ideally one must plan on 15 square feet of floor space for each singer (e.g., 80 singers equal 1200 square feet of floor space), and 20 square feet of floor space for each instrumentalist (e.g., 80 instrumentalists equal 1600 square feet) in the ensemble. Most schools figure the optimum size for a band or orchestra to be from 90 to 100 players. This will allow space for the necessary equipment in use, such as piano, music stands, etc. It is advisable to plan an outside entrance to the instrument rehearsal room. The doors should be high with no center bar in order to avoid damage to the large instruments while being passed through. The outside entrance makes it possible for the band to go outside to practice formations without disturbing the school and also provides an entrance for other groups using the rooms during off school hours. The ceiling should be 12 feet or higher, depending on the acoustical treatment and air circulation.

Most school music teachers prefer to have permanent risers built into the large ensemble room and usually in a semicircle. The risers should be approximately 8 inches high and 60 inches wide for instrumentalists, 30 inches to 40 inches wide for singers. The back riser should be wider in order to provide walking space for choirs and space for the larger instruments, such as tympani, in a band or orchestra.

## Small Ensemble Rooms

Most schools encourage the formation of small ensembles, such as quartets,

trios, etc., in order to provide incentive to the student who is particularly interested and to have groups ready for public performances as the community requests programs. It is not always feasible or educationally desirable to do programs for community groups with the band, orchestra, or choir. Small ensemble rooms should be at least 10 by 12 feet and should be equipped with a piano.

## Offices and Storage

Each music teacher should have an office from which he can see and/or hear the students in the practice rooms and small ensemble rooms. The use of an intercommunication system to supervise the use of the practice rooms is becoming common. Many directors use their offices as studios to help individual students and as workrooms to make minor repairs and adjustments to instruments, equipment, and music.

Plans must be made for the storage of equipment, of music, of instruments, and of robes and uniforms. There seems to be little uniformity in practice regarding storage. Builders of school furniture and equipment are now manufacturing splendid storage cabinets specifically designed for use in music areas which can be set in the room or can be built in. One must be careful in the storage of instruments and uniforms and robes to provide sufficient ventilation.

## Practice Rooms

The number of practice rooms will be determined in part by the school's

## In Planning Your High School Music Rooms —

- (1) **locate** the rooms for sound isolation, convenience to the auditorium, and availability for use by the public . . .
- (2) allow 15 square feet of **floor space** for each singer and 20 feet for each instrumentalist . . .
- (3) include a ratio of at least three **practice rooms** for each music teacher, teachers' **offices**, and sufficient **storage** for equipment, music, instruments, and robes and uniforms . . .
- (4) treat rooms for **sound effects** within the room and the isolation of these sounds from other rooms of the building . . .
- (5) insure a maximum of 50 footcandles for proper **lighting** with pastel furniture and light-colored walls.

willingness to make them available to students before and after regular school hours. In the case of the larger instruments which are difficult to carry, practice facilities in the school and time to use them are a necessity. These rooms should vary in size from 60 square feet for a single instrumentalist, to 120 square feet for a small ensemble and pianist. Janesville High School in Janesville, Wis., included 21 practice cubicles in their music area. Some instrumental ensemble directors who prefer to keep their music in files in their office plan for a music sorting rack on a wall of one of the practice rooms. The ratio of at least three practice or small ensemble rooms for each music teacher on the staff (or anticipated staff) would be an acceptable minimum. At least half of them should have a piano and they should all have music stands and chairs suitable for practicing. Plan for electrical outlets for metronomes and to light up mirrors in case the practice cubicles are used for dressing rooms for theatrical performance.

#### General Comments

All doors should have a small (about 8 by 10 inches) pane of one-way glass to facilitate supervision without disturbing the student who is practicing.

Walls of the music rooms should not be parallel (1 in 15 feet) to aid acoustical properties within the room.

Ventilation ducts should be acoustically treated to avoid carrying rehearsal sounds to all parts of the building!

The problem of acoustical treatment of music areas is a twofold one: i.e., the proper treatment for the effects of the sound within the room, and the isolation of these sounds from other rooms within the building. This is a highly specialized field and much of the success of your music program depends on proper acoustical treatment, so we recommend securing the assistance of the most competent acoustical engineer available.

Have drinking fountains and rest rooms convenient to the area.

Plan for a large stainless steel sink for cleaning instruments.

If the instrumental teacher expects to do much repair work, plan for a gas outlet, electrical outlets, and wood and steel vises where the repair bench is located.

#### Illumination

Since the music area is to be used both day and evening, and since the development of music reading ability is one objective of a good music program, care must be exercised to insure proper lighting. The American Standard Practice for School Lighting recommends 30 foot-candles for general classroom light-

ing and 50 foot-candles for lighting in rooms used for sewing, drafting, and typing. To this latter list must be added music, according to the latest research in music reading. The use of pastel furniture and nonglare music stands, as well as careful placement of the teacher in relation to the students and the windows, has had a positive effect on facilitating the students' music reading.

The color of the room can also affect the comfort of reading music as well as the efficiency and morale of the students and teacher. Check carefully with various paint companies before selecting your colors. Some paint companies have presented the results of

their research in color in pamphlets.

With the increased use of audio-visual aids it is well to plan the large ensemble rooms so that they can readily be darkened. A sufficient number of outlets conveniently located, installation of a screen, availability of the Hi Fi phonograph and tape recording equipment are also points to be remembered.

There is no question that the proper space and equipment to operate an effective program of music education is expensive. Each music teacher should be prepared to help the school administration by demonstrating to the community which pays for the schools the value of music in the education of the student.

## AUDIO-VISUAL EDUCATION

# A-V Tools Help Sell Our Schools

EDGAR C. PERRY

Superintendent, Indiana, Pa., Schools

An innovation in "selling the school program to the public" was recently undertaken by the Indiana, Pa., Borough elementary schools with outstanding success. This innovation took the form of a panel-type discussion in which 12 members of the elementary staff described a typical school year from September until June.

What made this panel different was the fact that, while each panel member was discussing some phase of the educational program, the audience was simultaneously seeing on a screen colored slides, illustrating the point the panelist was making, or watching on the screen stick figures (drawn by the elementary art supervisor) also illustrating a point, or possibly they were not only viewing on the screen one or the other of these illustrative scenes. At the same time they were also hearing, by means of a tape recording, the school band playing or the class conversing in the Spanish language.

Thus through the eye and the ear each audience, which included three PTA groups and four service clubs, received a very vivid impression of life in the borough elementary schools.

Preparation for this type program had its beginning because of the hobby of one

of the teachers: the pleasure of picture taking. From just taking pictures of events happening in school over a period of time, a large collection of interesting school scenes were gathered together. From the idea of sharing them with others was only a step to the development of the program. Many different situations were shown, such as a group visiting a chick hatchery (illustrating a school educational trip); a picture of a local dentist examining a child's teeth (dental health program of the school); a touch football game (intramural program); the school band rehearsing (this by picture and tape recording—showing part of the music education of the school); a stick figure of a boy (illustrating various steps in reading). The entire program was written by the members of the panel group, each writer dealing with the phase of school life with which they were most familiar (art, music, nurse, social studies etc.).

Having met with such success, the people responsible for this venture wish to tell others about it so that some school district may try the idea itself. We guarantee it will work and your public will get a better insight into the daily program of your school than 100 PTA meetings or 500 newsletters home.

# The School Grounds:

# Landscape and Care

**L. L. BAUMGARTNER**

Baumlanda Horticultural Research Laboratory, Croton Falls, N. Y.

A survey that considers:  
(1) basic principles in landscaping  
the school site, (2) fundamental  
guidelines toward maintaining  
thriving plant material, and  
(3) hints on what type of lawn  
care equipment the school  
should use . . .



—Designed by John Eisler, Butler, Pa.

# I. Landscaping the School Site

"Are we getting a good landscape planting for our schools?" need not be asked with apprehension if a few basic fundamentals are used to appraise the plans submitted. Few school boards launch new building projects without availing themselves of at least local advice on the correctness of electrical, plumbing, heating, and structural details shown on an architect's drawings of the proposed building. This has not been a common practice, however, when considering the development of the acreage surrounding the building. As a result, the proper development and maintenance of the out-of-doors portion of the school has often cost more than they should. If schools are to continue the representation of community excellence, the architecture of building and landscape must be considered as one integral unit.

A school consists, essentially, of two parts: (1) the structure, and (2) the area surrounding it. In modern thinking, the surrounding area is no longer "just a children's exercising lot" to relieve tensions and weariness created in the building. If properly utilized, the area outside the building can also provide enormous teaching facilities. It can literally condition the atmosphere and it can develop more favorable emotional attitudes toward school, just to mention a few positive aspects.

## Planning the Outside Area

Modern architectural and engineering developments have made it possible to design and construct almost any conceivable kind of building, but full development of the outside area is neither as well understood nor as simple to accomplish. The outside area consists of plants, animals, and soil, all of which are living things that will die or prosper in proportion to how they are managed. Great teaching advantages can be extracted from them if managed well; if mismanaged, the out-of-doors area can be a severe headache and an endless source of expensive trouble.

As every classroom in the building is designed to fit into a preconceived plan or teaching objective, the outside area should be planned in detail for specific objectives. The exclusive use of this area for athletics and decorative material to highlight the main building is wasteful of teaching opportunities. In addition to supplying recreational facilities, a proper landscape program can exert a profound climate control influence on the building and the immediately surrounding area. A well-planned placement and selection of trees and shrubs will produce natural history areas capable of supplying large quantities

of teaching material of inestimable value. A well-conceived planting design will constitute an object for art and beauty appreciation probably unavailable anywhere else in the community. Strategic placement of ground cover plants are important for soil stabilization and water conservation.

Among the many intangible values of an effectively designed planting program is the psychological control it exerts on all persons associated with the school—the staff, the pupils, and the community. The old-type schools, the forbidding pile of stone and mortar, with unattractive, unusable, fenced-in play yards, are still with us except that the pile is now larger.

## Site Selection and Grading

The first consideration for maximum utilization of the school site is its selection. The basis for this selection should be the planned use for it. It has been proved that it is usually cheaper to adjust a building plan to a suitable, multi-purpose site than to adjust the site to the building. The reconstruction of topography, drainage, vegetative cover, and good soil conditions are cost items of considerable magnitude.

Unless there is a pre-existing flat location, the practice of grading to a flat surface as a starting point can create many difficult and expensive problems in future maintenance of turf, trees, and soil. Usually more teaching advantages and more beauty can be obtained from a well-developed irregular area than from a flat area.

Excessive grading is objectionable because it is destructive of natural soil conditions, and must almost always be followed with soil improvement practices. Grading tears up the texture and structure of the soil which required many years to develop. The resulting texture and structure of the soil determines much of the future plant growth conditions, so if this is destroyed some planting problems are certain to be encountered. Grading either removes or seriously mixes up the surface layer of organic soil which is that portion of the soil that contains most of the plant foods. The organic matter can readily be replaced, but often it is an unnecessary cost item.

The most serious chronic difficulty results from the soil compaction caused by the heavy trucks and machinery going back and forth over the area. Today we endeavor to move earth faster to get the job done quicker; in so doing, heavier and heavier equipment is brought on the job which, in turn, creates even more

severe soil compaction. One seldom sees the resulting compaction because, according to many Agricultural Experiment Station tests, the layer of compacted soil develops at 18 inches and more below the soil surface. On many soils this compacted layer may be severe enough to inhibit completely vertical water drainage.

## Water Drainage and Traffic Control

Where grading is required, care should be taken to maintain normal water drainage patterns as indicated by the natural water shed of the area. Where water is forced to drain in an opposite direction it will accumulate below the soil surface or collect in surface water holes. These conditions require extensive ditches or artificial drains which will remove water quickly. Water lost in this manner is of no value to growing turf or trees. Grading errors of this sort can often reduce the effective annual rainfall on the area by 50 per cent.

Grading plans should be considered in two distinct categories: (1) maximum grading and compaction for building, parking lots, roadways, and paved play areas; and (2) light or minimal grading for recreation areas, school gardens, and landscape requirements.

As a general plan, the alteration of a school site should never contemplate crossing the area with a roadway. This not only creates a traffic hazard, but also contributes to a more costly maintenance program. Auto traffic and parking facilities should be kept near the street.

Foot traffic is best controlled if previously planned and controlled with solid barriers and plant materials. Traffic control with a landscape pattern is usually more effective than allowing the pattern to evolve in an uncontrolled manner. Considerable protection can be given to this type of plant material, especially at entrance sites, if adequate seating or lounging facilities are provided.

## Planting Material

The traditional use of plant material around buildings to soften sharp corners or to highlight a projection is now seldom used because plants so used soon outgrow their function and become eyesores. This has been especially true where miscellaneous gift trees have been accepted or miscellaneous memorial trees planted. These plantings invariably contribute little to the school. Although initially more expensive, the ultimately cheaper and more profitable plantings are those which are planned as an integral, co-ordinated unit. These plantings will constantly improve in appearance and utility. They produce a unifying effect in which the structure becomes a part of the landscape. Buildings can be melted into a landscape planting, but the reverse is impossible!

The recommendation of past years to plant native varieties of shrubs and trees to reduce maintenance costs is no longer



valid. For example, in many locations, birch trees are so badly damaged by leaf miners that they should not be considered, and elm or maple trees should not be considered in areas where Dutch elm disease or maple wilt are serious. These troublesome native varieties are rapidly being replaced by improved or hybrid forms not affected by current diseases.

Among the proved shade trees for institutional use are: Washington hawthorne, pin oak, red oak, sweet gum, green ash, willow, sugar maple, Norway maple, European linden, hybrid elm, thornless locust, and mountain ash.

For educational and teaching purposes the tree list should include at least single representatives of trees having economic importance such as: hickory, black walnut, white oak, pecan, and several fruit trees of disease-resistant varieties.

Shallow-rooted trees, such as maples, are generally not satisfactory for areas subject to heavy traffic for eventually the roots will become exposed and injured. Shallow roots can also be very destructive to walks and roadways. It is also important to note the type of shade produced by the trees planned for areas where good turf grass is desired. It will be difficult to maintain good turf under the dense shade of trees such as red oak or Norway maple. On the other hand, the light shade from the thornless honey locusts or pin oaks permit good turf growth and oftentimes the shade is just enough to discourage crabgrass.

Some landscape architects suggest annual and perennial flowers to add color to a scheme. This is an ideal objective for student gardens, but it is often too expensive for a limited maintenance crew. Effective color displays can be obtained by using colorful small trees and shrubs. The following examples may be used as a guide: crabapples (white, pink, and red), crapemyrtle (red, pink, and lavender), dogwood (pink and white), golden-chain laburnum (yellow), hawthorne (white, pink, and red), magnolia (white, pink), mountain ash (white, red berries), Oriental cherry (pink, white), redbud (magenta pink), white fringetree (white), red horse chestnut (red), and shadbush (white).

### Foundation Plantings

Foundation plantings around the building tend traditionally toward evergreen groups represented by Japanese yew (*taxus*), juniper, or low-growing pines. Recently improved forms of euonymus have been included. But even in foundation plantings and among larger trees, very interesting effects can be displayed with colorful shrubs. Some of the common ones are: azaleas, rhododendrons, cotoneaster, beauty bush, flowering quinces, deutzia, cydonia, euonymus elatus, forsythia, lilacs, viburnums, barberries, glossy abelia, and spiraea.

The addition of trees add character to

the school building, but the two are not a part of each other unless tied together with turf or ground cover. The expense of maintaining turf can be substantially reduced if it is replaced wherever possible with ground cover plants which add interest and require essentially no care. Ground cover patterns will also guide foot traffic and control water drainage over slopes. There is no substitute for ground cover to stabilize soil on slopes. The more common and well-proved varieties are: myrtle (*Vinca*), euonymus, lily-of-the-valley, honey suckle, pachysandra (spurge), English ivy (*hedera*), and ajuga.

A chain-type fence is the best-known method of controlling trespass, but it often gives one the wrong impression of the character of the school. Less expensive and more dramatic are the wide variety of hedge fences now available. Hedges can be of small size to suggest traffic patterns or they can be rugged, dense impenetrable property markers grown from multiflora rose. Hedges can provide privacy for neighboring houses and hide service areas. The property markers can be traditional evergreens or colorful shrubs. If the building is located in an exposed location, hedges will materially reduce the wind

### Variations in landscaping the school site —



Through regional in planting material, the Eagle Rock high school in Los Angeles, Calif., (above) shows a formal landscape plan adaptable to every climate.

A simpler, dignified landscape for the older school is illustrated by the Richfield Springs, N. Y., central school (right).



This sketch of a primary school defines the ultimate in educational landscaping (below).



velocity and in winter they may act as snow fences. Examples of the common hedges are: arborvitae, hemlock, boxwood, holly, Japanese yew, barberries, amur maples, privets, cotoneaster, euonymus elatus, forsythia, and mockorange.

Not of least value is the arrangement of plants to provide living conditions for birds, mammals, and lower forms of animal life. This is accomplished by loosely grouping tall trees, medium trees, shrubs, and ground cover. Animals live throughout this vertical plane. These groups of trees should contain some berry or other fruit producing varieties of plants whenever possible. It is difficult to provide ideal wild-life habitat in a school area, but in one instance slight attention to this sub-

ject increased the bird nesting population from three varieties to 26 varieties of birds, and four new varieties of mammals were found available for teaching purposes.

The art of designing an adequate landscape for a school is not easy because so many objectives are to be fulfilled, and consequently, experts from a number of fields are required to obtain a well-balanced result. The value of good planning in preparing the "out-of-doors" classroom for teaching the sciences of climatology, aerology, biology, natural history, conservation, gardening, and home improvement has been long neglected, but is rapidly being accepted because it constitutes another important sphere of influence on daily living.

Preparation of a good seed bed for turf requires considerable equipment that will have no further use around a school; it is often cheaper to have the original seeding done by a contractor. These contracts should specify the organic matter and nutrient content of soil as well as the seed mixture to be used in planting it. The contractor should also be responsible for a uniform stand of grass for at least three months after planting. Often the contractor is required to perform the first mowing.

There is a general misconception of how rapidly a good turf can be produced and there is much unjust criticism by school officials because a golf-green-type turf does not result immediately. A plant, regardless of whether it is a grass or tree, must become established or adjusted to its present growing conditions before it can develop quality characteristics. In the case of grass, it may be necessary to wait for the second or third year before a tight turf can be obtained.

Supplying adequate plant food is important, but plants cannot use food unless there is an adequate quantity of soil moisture available to dissolve the food and to supply water for other essential growth requirements of the plants. Lack of water during dry periods is more often the cause for poor turf than any other one factor. In our experience more damage is caused to turf on football fields by inadequate watering during the summer than by football spikes during the football season. Adequate water is essential to produce deep-rooted turf that can survive the damage caused by scuffing.

### Applying the Fertilizer

The amount of fertilizer to apply must be adjusted to the amount of water that the grass will receive and to the variety of grass in question. Where poor water supply is available, relatively lighter applications of fertilizer should be used; and, of course, a poorer stand of grass is to be expected.

Local soil conditions should be a guide to the amount of fertilizer to use, but as a general practice, it is important to at least make annual replacements of nitrogen. Late August and early September are excellent times to apply fertilizer for school purposes. Recent reports indicate that the new ureaform nitrogens are best for producing tough turf as compared to the soft growth that is often produced by heavy applications of older, fast-acting nitrogens.

Much has been written on the subject of how to cut grass, but most of this information has been directly or indirectly related to golf-course experience; but, schools and institutions do not have the same objectives. T. A. Glowa, landscape architect of West Point Military Academy, found that a four-inch high cut was superior to a two-inch cut for resisting the scuffing action of parading soldiers. Our laboratory has continued the study of this higher cut and found it to be

## II. Maintaining Healthy Plants

Difficulty in growing grass or shrubs or trees rarely is attributable to poor seed or plants. Present lows on certification of seed and the present abundance of reputable nurseries that offer short-term guarantees make it difficult to obtain poor quality seed and plants. When problems do occur in this area, the answer is probably in the soil where you planted the seed or tree.

Soil is a versatile "living" thing. It is responsible for anchoring plants, controlling the rate of food released to them, conserving moisture for them, and moderating extremes in temperature which might injure the root systems. Careful consideration to the condition of the soil before planting is by far the most important key to inexpensive successful plant maintenance. A plant (turf or shade tree) is a living thing that requires optimum living conditions and will respond in proportion to how well these conditions are fulfilled. Easy maintenance, therefore, consists of two parts (1) preparing the original soil, and (2) retaining the fertile soil conditions.

Original soil preparation consists of much more than the grading or leveling and cultivating of the seed bed. The well-prepared soil should contain not less than three per cent organic matter and should be of a texture that approximates virgin soil. These conditions can and should be evaluated by a soils laboratory or well-experienced professional gardeners.

If the organic matter content is below three per cent, it can be increased by the addition of organic wastes, manure, or peat moss. If sufficient time is available, the organic matter can be more cheaply increased by an intensive cover-crop program using corn, rye, millet, etc., with nitrogen fertilizers.

The original soil preparation should contain an adequate quantity of plant nutrients, especially phosphorous. Other plant

nutrients can be readily added to the soil surface, but phosphorous is difficult to move through the soil. Therefore, it should be applied and mixed into the soil. This can best be added in the form of a 10-10-10 fertilizer.

The above considerations are very important and should not be overlooked just to save money. Good soil preparation can, however, be valueless if there is a sub-surface hard pan. These conditions are not common, but where they do exist, this hard compacted layer interferes with proper drainage or good vertical water movement. If additional drainage is required, prepare for it before any seed or trees are planted.

### Maintaining the Soil

Maintaining a well-prepared soil is easy and inexpensive. Usually all that is required is a program of periodic feeding with a fertilizer recommended for local soil types. A feeding program for a sandy soil should not be the same as that for a heavy clay soil. Applying lime to maintain a minimum soil pH of 6.4 is part of the feeding program.

Maintaining soil for turf is probably the hardest problem ever posed. The reasons are essentially: (1) initial poor soil preparation, (2) heavy traffic, or (3) disproportionately high quality expectations. Damage to turf from heavy traffic is due to compaction of the soil and physical scuffing of the grass leaves. No method is known to grow turf on pathways so the remedy here is to supply a hard surface. On athletic fields the packing action of spiked shoes can be overcome by maintaining a scheduled program of aeration.

Soil compaction means breaking down the large soil particles into fine particles that cement together. The resulting crust sheds water and does not permit the essential gas exchange in the root zone.

much superior to any of the currently recommended shorter cuts. A second advantage observed from this higher cut was that we also stopped the growth of crabgrass.

In some situations grass cuttings can be left on the ground, but in other situations this accumulation will produce a layer of undecomposed plant material (termed "thatch") which will insulate the soil from water and fertilizer applications. Where thatch tends to develop, it is important to sweep off the clippings. These clippings are excellent for mulch around shrubs. Where thatch has already developed, it can be removed with a "verticut" mower which cuts in a verticle plane and can remove this debris.

Recent experience has indicated that it may be the best practice to mix an insecticide such as chlordane or dieldrin with the soil before planting. This provides a protection against the numerous insects that damage turf and against a subsequent invasion of moles. Where turf is already established, these insecticides should be added to the surface of the soil.

### Controlling Weeds

Weed control in turf is usually cheaper and more effective if done with chemical controls. It is always important to caution applicators against the danger of careless handling of 2, 4-D. One careless application can cause severe damage to adjacent ornamental plants.

Today there are many improved varieties of grasses available many of which are especially adapted to local conditions. Turf specialists, local seed houses, or agricultural experiment stations are good sources for this information.

The care of trees and shrubs is very similar to that of turf. If the initial soil preparation is sound, very little difficulty should be anticipated in subsequent years. Feeding of trees and shrubs should be regular, but light. Heavy feeding may cause a loss in the quality of the tree. Newly planted trees should be well watered about twice a week. Established plants may require watering once a month in very dry periods, but trees and shrubs should not be heavily watered late in the season, because it may make them susceptible to damage from an unexpected early freeze.

Much of the water that a tree can get runs down the trunk; it is important to keep a shallow depression under the tree to conserve this water as well as to avoid soil erosion on the down-hill side of a tree. The preferred practice is to maintain some ground cover plants around the trunk of the tree.

Trees and shrubs are susceptible to insects and diseases. Each school should have a small sprayer for small shrubs. The larger trees can sometimes be better handled by a contract sprayer. The best general insect and disease control developed for institutional situations has

been a two-week interval spray for the months of May, June, and July. This spray program is a sanitation spray, and the material should consist of a fungicide-insecticide combination. This combination controls most problems, and it can be applied by anyone who is capable of applying it carefully and thoroughly.

Soil insects such as taxus vine weevil and nematodes, or soil diseases as root-rot organisms often cause damage to trees and shrubs, but these are local conditions and require specific diagnosis. In general, plants growing in well-prepared soil exhibit fewer troubles from this source than plants planted on poorly prepared soil.

Well-cultivated soil is excellent for vegetable gardens, but ornamental plants thrive best under mulch. Mulch, in the modern sense, consists of any ground cover, living or dead, which reduces soil

erosion, keeps the surface soil porous, aids in conserving water, moderates soil temperature fluctuations, and reduces or controls weed germination. Around trees and deep-rooted shrubs ground cover plants, such as ivy or myrtle, are excellent. Around shallow rooted plants, such as rhododendrons, azaleas, annuals, or perennials, it will be better to use materials such as rotted saw dust, chopped sugar cane stalks (sold as poultry litter) grass clippings, leaves, salt, hay, etc.

### Ornamental Plants

One of the problems that has previously discouraged the use of ornamental plants in quantity has been the frequent occurrence of winter damage or sun scald which made plants look moth eaten by spring. Burlap fences have been used, but they look grotesque. This problem now seems

### Equipment for maintaining the school grounds —



A walking sprinkler (above) is ideal irrigation equipment for watering large areas of turf.

The versatile small spreader (right) will broadcast grass seed or ice-melting salt in winter.



The tractor-powered, multiple-gang mowers are indispensable in caring for large turf areas.





solved by recent new developments in plastics. It is now possible to spray the plants with a "wilt-proofed" plastic which coats the leaves with a harmless coating of plastic and permits the plant to look natural.

Annual and perennial flowers require considerable care to make them worthwhile, and this care can be quite costly. They are usually considered undesirable unless the maintenance staff is fortunate enough to include an individual who understands flowers. This is one job that cannot be assigned to a novice.

### III. Equipment to Maintain the School Grounds

After reading the two preceding discussions on developing and maintaining a functional landscape plan, it is only natural to consider the equipment necessary to maintain a well-landscaped school ground area. To one who reads about all the gadgets and motorized equipment available for this purpose, the necessary capital investment may seem very large and the number of units impractical. Actually this need not be the case—gadgets should be left to the homeowner.

#### 1. Spreaders

For schools we would recommend a smaller spreader that will throw material under shrubs as well as over turf. This will greatly reduce labor in hand applications of fertilizer to trees. These spreaders find additional utility in winter when they can be used to broadcast salt or sand over ice on pavement. Fertilizer and salt are corrosive to metal, therefore, it is important that spreaders be well washed after each use. This practice will extend their life three to five times longer.

#### 2. Mowers

Grass cutting tools will probably constitute the major investment in equipment. Each school should possess at least one multiple-gang mower for the recreation area and one or two small mowers for restricted areas. The larger mowers are drawn with a tractor or a jeep. The jeep can also be used for other purposes around the school. If a tractor is used, it must have relatively smooth tire treads suitable for turf.

The standard reel-type gang mower reputedly produces a better cut lawn, but where rocks or toys, etc., are a problem, this type mower may be difficult to keep in repair. Recently a hammer-knife type mower has been placed on the market which requires less attention and is suitable for rough terrain. Large rotary mowers are also better suited to rough terrain.

A discussion of this sort is not complete without expressing caution against the practice of "overdosing." A little fertilizer or pesticide may do a lot of good, but twice as much of anything is costly and will generally cause serious trouble and seldom more success. A second common type of overdosage is the practice of using every and all kinds of garden chemicals on the basis of certain exaggerated claims. As a rule, a garden product should never be used without having a specific need for it in mind.

Like the hammer-knife mower, however, the cut is not perfectly smooth.

The small mowers can be of the reel or rotary type, but the rotary types appear to be coming more popular because of their multi-purpose features. In addition to straight mowing, most rotary models will satisfactorily trim grass around trees and barriers and can also be used to mulch leaves, thus saving the expensive extra labor for trimming and leaf removal.

#### 3. Lawn Sweepers

Considerable controversy exists over the advisability of removing grass clippings after mowing. Our experience has demonstrated that local conditions and the basic fertilizer program will largely determine whether or not they should be removed. As a general principle, it is better to fertilize well to produce a tight sod and remove the clippings as mulch for shrubs. For removing clippings, nothing has been found to be more satisfactory than a lawn sweeper. This not only removes the grass that would produce "thatch," but will also remove cut seed heads of weeds.

#### 4. Aerifiers

The soil on football fields will always become compacted and only an aerifying unit will correct this condition. Since the compaction is usually limited to the surface inch or more, a light aeration is adequate. Disk spikes are usually adequate for this purpose, but the disking should be repeated several times during the season. Where compaction is quite serious, it may be necessary to use a more severe aerator which will dig out cores of earth three to four inches deep.

#### 5. Sprinklers

Next in importance to grass-cutting equipment is irrigation equipment. Adequate water facilities are extremely important to insure good, healthy trees, shrubs, and grass. A wide variety of

irrigation equipment is suitable for schools, but the choice should always be in favor of professional units. The only type that might be cumbersome in handling and storing would be aluminum piping. Although it is one of the most efficient systems for large scale irrigation, damage from school traffic, children's curiosity, and mishandling makes aluminum difficult to maintain. For display areas such as entrance ways, the underground plastic units with pop-up sprinkler heads may be more desirable. For small areas a small reciprocating or rotating-head sprinkler will be satisfactory if the rate of discharge is adequate. Large turf areas, however, will require large professional units. For this purpose we have found the large "walking" units to be most satisfactory.

There is a wide choice of irrigation units to choose from, but one principle of water application *must* be adhered to: at least an inch of water should be applied at each watering period, and it must be applied slow enough to avoid run-off or puddling. One inch of water will soak the soil to a depth of four to five inches. Applying less water per application will produce shallow-rooted plants which suffer seriously from drought and are seriously injured from traffic.

In conducting water over a long distance, plan to use as large a diameter hose or pipe as is possible or most of the water pressure will be lost in pipe friction. Next to rigid aluminum pipe, plastic hose offers the least resistance. The original plans for outdoor development should provide for underground water distribution in pipes not less than four inches in diameter and this water system should have sufficient valves and take-off points so that none are more than 300 feet from the nearest one.

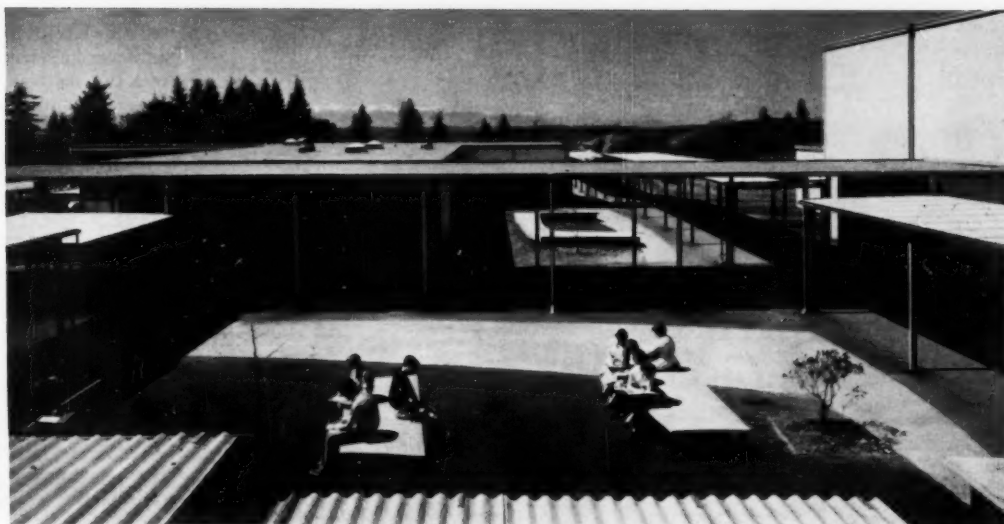
#### 6. Miscellaneous

In addition to the larger pieces of equipment discussed above, each school should have a sufficient quantity and variety of small hand tools such as shovels, spades, rakes, pruning shears, pruning hooks, forks, trimmers, etc. These are often considered as personal items by employees and the wise administrator may be prudent to allow the key employees to exercise their own selection in purchasing them for the school.

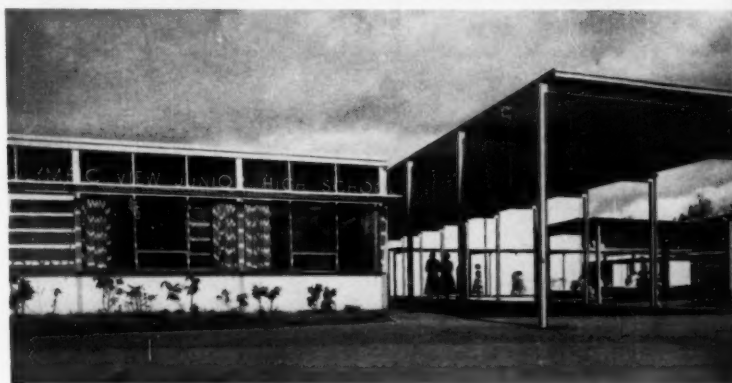
There is one more group of "in-between" tools which often find utility, but which can often be impractical and therefore expensive. These are the small homeowner size power units often designed for great versatility. If well selected for planned use, they may be of great value. One caution is suggested—from our experience these units are underpowered for professional use, therefore, it is usually cheaper to request the desired unit to be delivered with a power unit of at least three to four horsepower.



A model  
junior high  
in the  
campus  
mode —



## *Olympic View Junior High School*

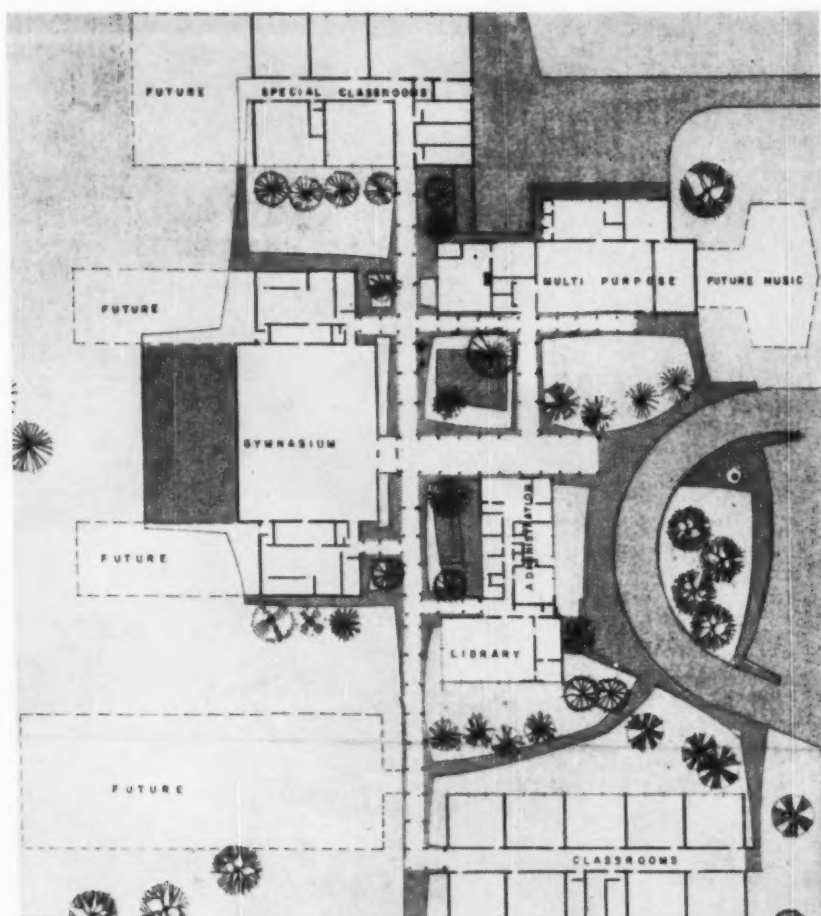


Olympic View junior high school, Mukilteo, Wash., has 16 teaching stations which include nine general classrooms; one home

**ROBERT H. DIETZ**  
Waldron and Dietz, Architects, Seattle, Wash.



The front exterior of the Olympic View junior high school, Mukilteo, Wash., showing the administration and library areas of the building. Waldron and Dietz were architects for the school; J. O. Simpson is superintendent of schools at Mukilteo.



Above: The floor plan of the Olympic View school, illustrating the basic plot plan and the areas reserved for future expansion. Below: A typical classroom of the nine contained in the school; the walls are of plaster construction, the ceilings have acoustical tile, the floors have asphalt tile, and lighting in the academic areas is fluorescent.



economics room; one art class room; one science laboratory; one woodshop; one music room; physical education facilities with two teaching stations; two locker and shower rooms and auxiliary spaces. In addition there is a multi-purpose unit; library; two offices, health unit; kitchen; one teachers' room; one conference room; heating plant; storage area; and six toilet rooms.

### Construction Materials

The construction is primarily concrete. The exterior walls are a combination of reinforced concrete and structural steel combined in such a manner as to enable the contractor to cast lift panels on poured concrete floors, tilt, and weld all joint connections. The exterior is painted. The interiors are for the most part wood stud partitions with plaster finish. Floors are asphalt tile except for the gymnasium which is maple and the toilets and kitchen are quarry tile. Ceilings are treated acoustically with perforated cane board.

Incandescent lighting is used throughout with the exception of the administration office and kitchen.

The corridors are naturally lighted by patterned wire glass set in a skylite detail. Lockers along the corridor wall are blue and add a cheerful note to the accepted dull corridor. The roof deck is wood with the supporting members of steel bar joist construction. Heat is obtained from oil fuel and the conductor is hot water. Air

## Temporary Seating

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Heywood-Wakefield folding chairs provide an economical, convenient means of obtaining temporary seating capacity without sacrificing comfort. Having the same scientifically proportioned comfort features as fixed auditorium chairs, the T 300 shown below has a resilient spring cushion and generously padded back.

The seat folds independently of the frame, allowing for ease of ingress and egress with back-to-back spacing of rows as close as 30". The frame, made of heavy gauge  $\frac{3}{4}$ " tubular steel, is welded and riveted to form a sturdy integral unit as durable as it is comfortable. Chairs stack compactly for quick, space-saver storage.



## *TrimLine* Tablet Arm Chairs for maximum flexibility in lecture halls and upper grade classrooms

Light in weight and easily grouped or regrouped for varying activities of high school and college classes, TrimLine Tablet Arm Chairs are available in 17" and 18" seat heights with or without bookshelves beneath. Tablet arms are available in HeyWoodite solid plastic, solid wood or laminated plastic; seats and backs in HeyWoodite solid plastic or solid wood. Where additional work

area is required, chairs are available with extra-large tablet arms, 20" x 28".

TrimLine's heavy-duty  $\frac{5}{8}$ " tubular steel, life-time plated with durable chrome, has a light, smart appearance. Resistance-welded for exceptional strength, chairs have no bolts or sharp edges. Super-silent glides with large diameter, tempered steel floor caps are permanently attached.



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exchange is provided for all parts of all rooms in all of the buildings. Central fan units in each building provide the air circulation.

### A Campus Plan

The layout might be construed to be of the campus-plan type. The main building's blocks are connected by an outside corridor of steel frame supports with a covering of corrugated cement asbestos board. The main entry corridor is steel frame with a steel decking. The buildings are "tied together" with this network of walkways and also form courts in which some seating and planting have been placed. This forms an interesting nucleus for social relations and forms, also, a pleasant transition of one building block to another.

The site is 27 acres, of which about 20 will be used for future building, parking, bus loading, and unloading, football field, baseball field, tennis courts, with approximately seven acres for future bus terminal garage facilities.

Expansion provisions include nine to eleven more classrooms, music and choral rooms, one more home economics room, one more science room, and a large wood-working shop. The addition of the special facilities rooms are contemplated for construction next year.

The total cost of the project including construction costs, architect's fee, and sales tax was \$685,000. The total square foot area was 48,387 square feet.



A well-landscaped "inner" court of the campus-style school. The courts are formed by a network of covered walkways which "tie together" the various buildings.



Patterned wire glass set in skylights afford natural light in the corridors, as shown at the right.

Below is a view of the spacious, well-lighted library of the school located in a separate building.



The educational proposals in the new federal budget face a stormy time in Congress. Many legislators as well as educators have expressed disappointment that the suggested changes constitute in the main a retreat from national responsibility rather than a bold, imaginative response to space-age problems which recognizes education as a primary source of national strength and supplies the dynamic leadership necessary to rally the nation to its support.

#### New Science-Oriented Program

The provisions in the President's recent budget and education messages to Congress recommend, in his words, "a broad temporary program of aid to education which is largely science-oriented" and places "principal emphasis on our national security requirements."

Aside from the "emergency federal actions (suggested) to encourage and assist greater effort in specific areas of national concern," the President said that "for the increased support our educational system now requires, we must look primarily to citizens and parents acting in their own communities, school boards and city councils, teachers, principals, school superintendents, state boards of education and state legislatures, trustees and faculties of private institutions."

The aspects of the administration's plan which would be channeled through the Health, Education, and Welfare Department call for expenditures of \$882,029,300 over a four-year period. An appropriation of \$145.5 million is being requested for the first year's operation. Annual appropriations will increase to a maximum of \$247,400,000 by 1962 the last year of the program except for the continuing amounts which will be necessary to complete scholarship and fellowship commitments. The major activities in this program and the sums allocated for them in the new budget for fiscal 1959 are as follows:

#### DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

<b>1. Encouragement of able high school students</b>	
<b>A. Testing, guidance, counseling</b>	
1. Grants to states for testing and guidance . . . . .	\$ 15,775,000
2. Institutes for upgrading counselors . . . . .	500,000
<b>B. Scholarships to needy students</b>	
(10,000 @ \$750 each and state administered) . . . . .	8,500,000
<b>2. Strengthening of science and mathematics teaching in the public schools</b>	
<b>A. Strengthening state education departments</b>	
B. Strengthening local school systems . . . . .	100,000,000
<b>3. Foreign language development</b> . . . . .	1,284,000
<b>4. Expansion of graduate education</b>	
<b>A. Aid to colleges</b> . . . . .	
B. Fellowships	
(1000 @ \$2,800 each; 1500 in each of succeeding 3 years) . . . . .	2,800,000
<b>5. Improvement of educational statistics</b> . . . . .	1,000,000
<b>Total</b> . . . . .	<b>\$144,859,000</b>

State and/or local matching expenses in the first year of the program would amount to \$126,775,000, of which the largest sum would be \$100,000,000 for strengthening local school programs for science and mathematics teaching. Other activities that would be carried out on a 50-50 matching basis include federal grants for testing and guidance (state contributions \$15,775,000), strengthening of state department systems

## WORD FROM WASHINGTON

# Education in the New Federal Budget

ELAINE EXTON

for supervision of science and math (state contributions \$10,000,000), improvement of state programs of educational statistics (state contributions \$1,000,000).

Whether to participate in these matching activities if the administration's plans are realized will pose a real dilemma to states with inadequate resources to finance essential school construction which might have to postpone building needed classrooms four years in order to contribute their share to the new grants-in-aid the administration is advocating.

Legislation to carry out the above recommendations has been sponsored in the Senate (S. 3163) by Senator H. Alexander Smith (R., N. J.) and in the House (H.R. 10278) by Representatives Carroll D. Kearns (R., Pa.) and Peter Frelinghuysen,

Their \$3 billion, six-year program includes most of the forms of aid covered in the \$1 billion, four-year Administration plan as well as a number of other items among them congressional citations for outstanding scholastic achievement (to top five per cent in scholastic rank of high school graduating classes throughout the country), expansion of the vocational education program to train technicians in skills essential to defense (\$20 million a year for matching grants), college student work-study programs (\$25 million a year) and loans (\$40 million a year) besides four times as many college scholarships—40,000 a year compared to the Administration's 10,000.

In announcing their proposals, Congressmen Hill and Elliott pledged their support for larger appropriations for existing National Science Foundation programs. This development is also featured in the Administration-backed plan which encompasses a fivefold increase in appropriations for the scientific education activities of the National Science Foundation "to assist in laying a firmer base for the education of our future scientists."

The budgetary breakdown for the coming fiscal year is supplied below. Since these activities constitute an expansion of work already authorized under the basic Science Foundation Act of 1950 (Public Law 507) no additional enabling legislation is required.

#### Office of Education Increases

The new budget proposes spending \$7,950,000 for salaries and expenses of the U. S. Office of Education. This is \$450,000 more than the administration asked for in the 1958 Federal Budget and \$950,000 more than the Congress appropriated for this purpose last year. The largest increase, \$500,000 is being sought to initiate new co-operative research contracts. This is in addition to an allocation of \$2,200,000 requested to continue co-operative research projects already under way.

Jr. (R., N. J.). A rival measure outlining a comprehensive program to strengthen American education at all levels is presented in identical bills (S. 3187 and H.R. 10381) respectively introduced by Senator Lister Hill (D. Ala.), chairman of the Senate Committee on Labor and Public Welfare, and Representative Carl Elliott (D. Ala.), chairman of a House Education Subcommittee.

Increases are also being submitted for the Office of Education's Divisions of Higher Education (\$333,000), State and Local School Systems (\$188,000), and International Education (\$35,000 primarily for the study of educational developments in foreign lands). Administrative costs for the new "science-oriented" program are estimated roughly at \$2,357,000 for fiscal 1959.

### The Cutbacks

The "emergency" activities would be financed by extensive cutbacks in the appropriations requested for education a year ago. For the fiscal year ending July 1, 1959, the administration is proposing an outlay in the \$73.9 billion United States budget or roughly \$324 million for educational programs administered by the Department of Health, Education, and Welfare as compared to estimates approximating \$667 million for this purpose in last year's \$71.8 billion federal budget, or about half as much.

The \$451 million for school construction grants and loans whose inclusion in 1958 budget estimates was contingent on the passage of an authorizing bill — of which \$325 million was for direct grants to states — is, the President states, "being deferred."

Assistance for the construction and operation of schools in federally affected areas is being cut back to \$130,500,000 in the 1959 fiscal year, a reduction of \$95 million and the legislation the administration is proposing to continue these programs incorporates changes which if adopted would seriously curtail their future duration and scope.

The appropriation request for matching grants to the states for the extension of public library services in rural areas has been reduced to \$3 million — \$2 million under the amount that Congress voted for this purpose last year and \$4.5 million under the sum authorized by the Library Services Act of 1956.

Appropriations of about the same level as 1958 are recommended for the School Lunch Program (\$100,000,000), grants to Colleges of Agriculture and the Mechanic Arts (\$2,501,500), and Vocational Education (\$40,888,412). However the President declares in his budget message that he will recommend "action on legislation relating to revenues so the states can assume responsibility beginning in 1960, and federal aid can cease, for vocational education and waste treatment plant construction."

### Federal-State Action Committee

The beginning of an effort to eliminate federal grants-in-aid to the states is manifest in Progress Report No. 1 of the Joint Federal-State Action Committee to the

President (25 cents a copy from the Superintendent of Documents, Government Printing Office, Washington 25, D. C.)

This 17-member task force co-chaired by Governor Lane Dwinell (R., N. H.) and Secretary of the Treasury Robert B. Anderson grew out of a suggestion in President Eisenhower's speech to the Conference of Governors at Williamsburg, Va., on June 24, 1957, that a body composed of representatives appointed by the Conference and by himself be established to:

1. Designate functions which the states are ready and willing to assume and finance that are now performed or financed wholly or in part by the Federal Government.
2. Recommend the federal and state revenue adjustments required to enable the states to assume such functions.
3. Identify functions and responsibilities likely to require state or federal attention in the future and to recommend the level of state effort, or federal effort, or both, that will be needed to assure effective action.

The Joint Committee's staff has been instructed to develop papers on Education Beyond the High School as well as on General Aid to School Construction for the consideration of the Committee preparatory to their drafting recommendations in these fields. In his budget message the President affirmed that legislative proposals to carry out . . . future recommendations of the Committee will be transmitted to the Congress.

### Omission of School Building Aid

At its November meeting the Governor-members of the group submitted a statement upholding "the position that the states and localities should bear responsibility for public school construction costs and that the states should assist those districts which have insufficient tax resources for this purpose."

This is thought to be a factor in the President's decision to defer his earlier request for "federal assistance in eliminating the shortage of classrooms in many communities across the country" which he termed "critical" last year and which according to recent U. S. Office of Education studies remains urgent with the deficit estimated at 140,000 public school classrooms in the fall of 1957 and school enrollments increasing at a rate of about 1.3 million a year.

The elimination of funds for school construction from the 1959 Federal Budget evoked a mixed response on Capital Hill.

Declaring that "Congress cannot ignore or forget the classroom shortage by deferring action on it — we can only worsen it," Senator John F. Kennedy (D., Mass.) said that "at year's end, the difficult fiscal

position of the state and local authorities — who are spending at the rate of nearly \$3 billion a year constructing some 70,800 classrooms without eliminating the shortage — made it clear that the Federal Government, with its far greater as well as more effective means of raising public revenues, could not avoid its responsibility to meet this nationwide problem."

He introduced a measure (C. 3179) whose provisions are substantially similar to the school construction legislation sponsored by the late Augustine Kelley (D., Pa.) in its original form. The Kennedy bill authorizes matching grants to the states of \$300 million a year for five years which is to be distributed to the states on the basis of school-age population.

Senator J. W. Fulbright (D., Ark.) favored an approach which would add to the Administration's new education proposals federal grants of \$500 million for the general support of elementary and secondary education along the lines proposed by the late Senator Taft (R., O.) a decade ago.

### Elimination of Vocational Education

The President's budget message accepts the recommendations of the Joint Federal-State Action Committee that the older vocational education programs (\$29,522,081 annually) including vocational agriculture, home economics, trades and industry, and distributive occupations be assumed entirely by the states beginning in 1960 and that federal participation in recently authorized activities for practical nurse training (\$4,000,000 annually) and the fishery trades and industry (\$228,000 annually) should cease as soon as practicable.

Although the federal grants for these programs under the George-Barden Act can be discontinued by eliminating the annual appropriations amounting to \$33,750,081 per year, to cut off the permanent \$7,138,331 appropriation provided by the Smith-Hughes Act of 1917 it will be necessary to repeal this 40-year-old piece of legislation.

In advocating these changes the chief arguments used by the Joint Committee are that "the need for federal stimulation no longer exists" and that federal funds in 1956 represented about 19 per cent (on a nationwide basis) of the total of public funds expended for vocational education programs. Of this sum \$61,821,374 was spent by the states, \$80,883,831 by the localities. Of course in some states and many communities the federal contribution toward the cost of vocational education is more than 19 per cent of the public funds. It is in these poorer communities that the cessation of federal grants could, and most likely would, mean the ending of the program.

To encourage shifting federal grant-in-aid programs, including vocational education, to state-local financial responsibility, the Joint Committee has also suggested that the Federal Government turn over to the states 40 per cent of the 10 per cent federal tax paid by each state on local telephone services.

In order to participate in the relinquished revenue from the telephone tax

(Concluded on page 69)

### NATIONAL SCIENCE FOUNDATION

1. Grants to individuals for study	
Fellowship program	\$21,000,000
2. Grants to institutions of higher education and professional scientific societies	
A. Institutes for science and mathematics teachers	35,500,000
B. Special projects in science education	15,400,000
C. Course content improvement in physics, mathematics, chemistry, and biology	6,000,000
D. Examining and evaluating useful instructional ideas developed abroad	1,000,000
3. Administrative expenses	3,000,000
<b>Total</b>	<b>\$81,900,000</b>



# THE AMERICAN School Board Journal

An Independent Periodical of School Administration  
William C. Bruce, Editor

## CIVIL DEFENSE PROVIDES IMMUNITIES

THE article concerning tort liability for injuries to third persons in this month's issue of your JOURNAL should further alert administrators to the hazards that school personnel automatically assume when they stand *in loco parentum*. Moreover, it should impel them to seek to reduce such hazards and to take advantage of such immunities as can be provided.

While teachers and others take many calculated risks as normal and necessary concomitants of their task of directing children, it is probable that disaster prevention and protection programs—especially operations in actual disaster situations—offer the greatest risk of all. And yet, dedicated school personnel will wish to provide for children, as they have always provided for them—at the risk of life, safety, comfort, future, or pocketbook.

Fortunately, for disaster operations added legal immunity is almost universally available. Some time ago the Federal Civil Defense Administration recommended that the several states should adopt legislation granting immunity to persons engaged in authorized civil defense operations against tort liability in suits for injuries to third persons. By last summer 45 states had complied with this request by adopting some variant of the suggested model law.

It is likely that your state has enacted such legislation, and that to bring your school people under its provisions, all you need to do is to register them as members of the local civil defense organization. Certainly, the function of caring for school children is, or should be, an important, established, and recognized part of any local disaster prevention and protection program. State laws, too, are likely to provide immunities covering test exercises as well as actual operations.

In any event, an inquiry to the local civil defense office should bring an answer as to what immunities and other benefits the laws provide, and how school people can secure this additional protection. — William M. Lamers

## OF ANIMALS AND ADMINISTRATORS

WHEN the speaker said that a school administrator, to survive, had to have a hide like a rhinoceros, someone near us remarked *sotto voce* that he needed a few other requirements traditionally assigned as characteristic of certain individual species of the animal kingdom. It would help, the commentator continued, if he were as "wise as a serpent and as simple as a dove." Whereupon a superintendent within earshot whispered, "... and as industrious as an ant, as busy as a bee, as brave as a lion, as jovial as a bear, and as smart as a fox." Then a principal added that it might do no harm to have him "faithful as a hound, thrifty as a squirrel, temperate as a horse—." The qualities thus catalogued, it would seem, would be of high service to any principal, supervisor, or superintendent. Not that it exhausts the traits assigned by folk wisdom to our four-footed or

feathery friends, nor the utility of some of these traits to administrators. A lady or gentleman of the craft perhaps in some measure and upon occasion needs to be as fierce as a tiger, or as cunning as a jackal, or as swift as a deer, or proud as a peacock. Sometimes it might be helpful to be as quiet as a mouse, and even, in curbing a tendency to rashness of thought, speech, or action, as slow as a turtle.

As representative of a profession that, next to the sacred ministry, most concerns itself with changing people for the better life, the administrator in certain of his relationships will profit by being solemn as an owl.

When great issues are involved, after having searched his soul thoroughly and taken the honest stand, he can be no other than obstinate as a mule. Certainly he will not long survive if he is as talkative as a magpie, or stealthy as a jackal, or sneaky as a coyote, or sly as a fox. And notwithstanding, Caesar's mistrust of men who, like Cassius, have a lean and hungry look, in the interest of the aesthetics of a profession which preaches the dogma of a sound mind in a healthy body, the wise administrator, searching outwardly in the mirror and inwardly at his capillaries, will take pains not to be fat as a—well, he will take pains. — William M. Lamers

## PROBLEMS OF JUVENILE BEHAVIOR

THE problems of juvenile behavior continue to be a cause of worry to educators, particularly men and women responsible for secondary schools. In a recent issue of *Phi Delta Kappan*, Dr. Walter Leibrich calls attention to the failure of the churches and the schools to meet this problem. He writes concerning the schools:

The schools are apparently quite powerless against the development of the gang, simply because they limit themselves to the teaching of skills and to creating an atmosphere of social awareness. They fail to reach children on the level where the motive forces of life are shaped. There is education in efficiency but too little education of the mind and almost no education of the heart. We have an education which makes society itself and the living in society its sole object, but which no longer takes the dimension of the individual and the dimension of the divine truly seriously.

The entire problem of moral education in the schools deserves continued and closer attention on the part of boards of education and of their professional executives.

## JUSTIFIABLE COMPLAINT?

A WISCONSIN banker recently wrote to State Superintendent G. E. Watson the following letter:

"For some time I have had the idea that the matter of purchases by schools should have some attention because from our experience, the paying habits of schools are extremely slow.

"We have had two customers who sell to schools. In one case, the average time of payment has been about five months; in the other case, some schools have not paid for six months to a year, and some have taken more than a year to pay. We also understand that this is not unusual.

"This being the case, we are sure that the firms selling to schools take this into consideration and add to their price the cost of carrying these accounts. This means that they are wasting the taxpayers' money by paying more than they should for their purchases.

"Schools also spend money unnecessarily by failing to raise enough funds to carry them through the school year. They borrow money to tide them over and the interest is added to the cost of running the school. Their original budget looked good, but the actual cost is not generally known.

"We are writing you this as we feel this is a subject that should be called to the attention of school boards by you."

There are ample reasons why boards of education cannot pay their bills as promptly as business houses can handle their accounts. There seems to be, however, little reason why a school board should take five to six months to meet the ordinary running obligations. Withholding money for such periods of time means simply that school boards are doing business with the funds which belong to their suppliers.



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# VIRCO



## Authority to Dismiss a Board Clerk

STEPHEN F. ROACH

Editor, *Eastern School Law Review*, Jersey City, N. J.

It has been frequently noted that perhaps the single most important responsibility imposed on the members of a school board is that of locating and employing the best superintendent of schools the district can afford.

Not too far behind this responsibility for securing top-flight assistance in the handling of the board's *instructional program* is that of insuring that the district's *business affairs* are also properly managed. This additional responsibility may well require the employment of a separate district clerk (or business manager) to act as its ministerial officer in carrying out board orders and directions.

A significant case<sup>1</sup> relating to this latter aspect of board operations was recently decided in the Ohio Court of Appeals.

### Facts of the Case

On January 4, 1954, Rex Miller was appointed clerk of the South Point board of education for a period of four years. He qualified and served as such clerk throughout 1954 and 1955.

At an organization meeting on January 2, 1956—the membership of the board having changed—Marshall Ankrim was appointed as clerk of the board. Thereupon, by resolution the board ordered and directed Miller to deliver to Ankrim all books, papers, and property in his possession relating to board affairs. However, Miller refused to obey the order, claiming that he was the duly elected clerk, and that under his January 4, 1954 appointment, his term would not expire until December 31, 1957.

The issue being taken to trial court, Miller was there ordered to deliver the

board records to Ankrim. This judgment was now being appealed.

In the appeal, Miller alleged three bases to substantiate his claim. First, that he held title to the office of clerk of the South Point board on the ground that his appointment and acceptance and performance of the duties of the office became a contract between him and the South Point board of education; second, that under the terms of this contract he was entitled to serve the full four-year period for which he was appointed; and third, that the appointment being legal and binding on the board, the latter had no right to breach the contract and terminate his term of office until the expiration of the full period for which he was appointed.

On the other hand, the South Point board claimed the right to remove Miller "at any time they desire to do so" and to appoint his successor.

An existing Ohio statute provided for the election of a clerk of a board of education for a term not to exceed four years, but did not fix a definite minimum term for the office.

### Issue of the Case

The specific issue here, of particular importance to members of Ohio school boards, was whether the South Point board was permitted to remove one individual (as its clerk) and appoint another as his successor, under the circumstances noted.

Of general interest to board members in every state, however, would be the views of the court concerning the scope of a board's power to remove one of its appointed officers.

### Findings of the Court

In its findings the present court first pointed out that, in a technical sense,

Miller's appointment as clerk and his acceptance of the office was "a contractual relationship between the parties just as most everyday human relationships are based on contracts."

However, the opinion went on, in considering legal rights under an appointment to public office, the general authorities seemed to hold otherwise on the theory that the power of appointment carries with it, by implication, the power of removal.

The court then cited the general rule as follows: "When the term or tenure of a public officer is not fixed by law, and the removal is not governed by constitutional or statutory provision . . . the power of removal is incident to the power to appoint. Inasmuch as the tenure has not been declared by law, the office is held during the pleasure of the authority making the appointment, and no formal charges or hearings are required in the absence of some statute on the subject. The foregoing rule applies although the appointing power attempts to fix a definite term. This implied power to remove may not be contracted away so as to bind the appointing authority to retain a minor officer for a definite period."

In other words, the present court was here holding that where the legislature creates an office—to be filled by appointment—without designating the term of office, the appointee will hold office only during the pleasure of the appointing power and may be removed at pleasure.

"This is easily understood," it continued, "when we consider the nature of the duties of the office of a clerk of a board of education. He is the ministerial officer of the board in carrying out the orders and directions of the board, and in order to function efficiently he must work in harmony and co-operation with the board. For this reason his tenure should be at the pleasure of the board."

Concluding that a clerk of a board of education serves at the pleasure of the board and that he might be removed summarily at any time at the will of the board, the present court affirmed the judgment of the trial court. Miller was thereupon ordered to deliver to his successor all books and papers in his hands relating to the office of board clerk.

### Significance of the Case

The following significant legal principles would appear to have been applied in this case.

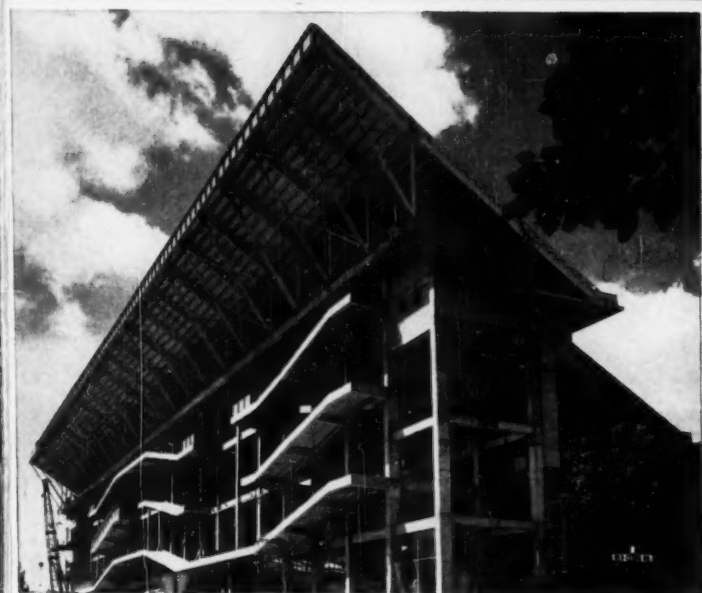
1. In general, when considering the legal rights of an individual *appointed* to public office, the power of appointment carries with it, by implication, the power of removal.

2. When the term of an appointed public officer—viz. clerk of a board of education—is not fixed (nor his removal governed) by law, the power of removal is implied in the power to appoint, and an appointee will hold office only during the pleasure of the appointing authority. Appointees may be removed summarily at any time at the will of the appointing board.

3. Where the statutes provide for a maximum (but are silent concerning the minimum) term for the office of a clerk of the board of education—the office to be filled by board appointment—a succeeding board is not bound to retain in office for the full term an individual appointed to the maximum term by the previous board.

<sup>1</sup>State ex rel Bd. of Educ. of South Point Local School Dist. v. Miller; cited as 141 N.E. 2d 301 (Ohio) (1957) in the *West National Reporter System*.

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### Guide for Educational Planning of School Buildings and Sites in Minnesota

Paper, 211 pp., \$6. Minnesota State Department of Education, St. Paul 1, Minn.

This guide has two outstanding qualities which appeal to the school executive and to the school board member, and also to the architect. It reflects the best present educational practice in planning school plants for a comprehensive instructional program on the elementary and secondary levels. It is specific and detailed in its recommended standards, but it constantly emphasizes practices and facilities which a more generous type of program may make desirable. School boards will especially appreciate the first part of the Guide in which the major steps and procedures for planning any school plant are outlined with emphasis on the employment of architectural service, working out the financial program, and taking the major steps in securing a site, completing plans, letting con-

tracts, and supervising construction. Part Two outlines the planning of each of the typical instructional and service units and combining them for over-all utility and economy. The final Part Three limits itself to a wide range of topics relating to health, safety, and engineering of schoolhouses—structural design, plumbing and sanitary facilities, heating, ventilation, and air conditioning, electrical work and lighting, acoustical treatment, and the writing of specifications. Recommendations are in some respects based in Minnesota educational programs and state codes, as well as climatic and economic conditions. The Guide continues the high professional standards set in the early twenties by Samuel Challman, the original director of state school planning, continued by his successor I. O. Friswold, and being further developed by Guy O. Tollerad, the present incumbent.

#### Selecting an Architect

By Eberle M. Smith. Paper, 4 pp. American Institute of Architects, 1735 New York Ave., N.W., Washington 6, D. C.

A standard questionnaire for school board use, developed by an A.I.A. committee of school buildings

and the National Council on Schoolhouse Construction. It offers a systematic and specific comparison of vital information on available architectural firms to aid the board in making a choice of an architect. It includes a standard form of questionnaire to be used by school boards in their selection of an architect.

### School District Property and Equipment Accounting

Compiled by Ray H. Johnson. Paper, 17 pp. Bulletin No. 6, 1957. California State Department of Education, Sacramento, Calif.

This bulletin is a practical guide for use in school property and equipment accounting. The procedures described provide the needed minimum of administrative control over property and equipment and can be employed at a very reasonable cost. Capital outlay features are summarized to record the changes in the group of fixed asset accounts.

### Television in Education

By Franklin Dunham, Ronald Lowdermilk, and Gertrude G. Broderick. Paper, 124 pp., 55 cents. U. S. Government Printing Office, Washington 25, D. C.

It is too early to predict what may be the effect of television in general, but its ability to bridge the gap existing in the country, in educational services to the people, is already established. In the past two years, closed-circuit television, serving many school buildings, has been introduced. The bulletin takes up the preparation of programs to meet distinct needs, the setting up of new channel stations, the growth of educational stations, participation in programs, and types of programs. Particular emphasis is placed on the provision of a quick and efficient system of classifying program materials, specifying the character and quality of materials, providing stimuli for new and original ideas, and facilitating program evaluation by established dimensions of program presentation in the terms of the objectives of the station.

### WNYE Radio-Television Manual

Paper, 224 pp. New York City board of education, 110 Livingston St., Brooklyn 1, N. Y.

This manual tells how the WNYE staff and the supervisors and teachers in the New York City schools co-operate in the production of radio and television programs. It offers a complete listing of programs and includes suggestions on how to use radio and television as teaching aids.

### How to Teach Shut-in Students by Telephone

By J. A. Richards. Paper, 20 pp. Published by Executone, Inc., 415 Lexington Ave., New York 17, N. Y.

The Executone School-to-Home telephone provides a major scholastic and social benefit for homebound children. It provides real contact with the real world of the school and permits them to develop an understanding of the activities enjoyed by other children of the same age. The booklet discusses procedure for special educators, techniques for the class teacher and home teacher, and offers suggestions for the shut-in student, parents, and hospital administrator.

### Rankings of the States

Compiled by Beatrice Crump Lee. Paper, 19 pp., 25 cents. Research Division, National Education Association, Washington 6, D. C.

This report summarizes in a meaningful way all the complex factors to be considered in placing a value on a state's system of education. The information includes the percent of total population enrolled in the schools in 1953-54, the per cent of school-age children enrolled in 1953-54, the estimated public elementary and secondary school enrollment in 1957-58, the estimated average salaries of classroom teachers in 1957-58, the average current expenditure for public education per pupil enrolled, the estimated total current expenditures per pupil in ADA, and the average salaries of instructional staff from 1912-13 through 1957-58.

### Reorganization of the Senior High School Program in Pittsburgh

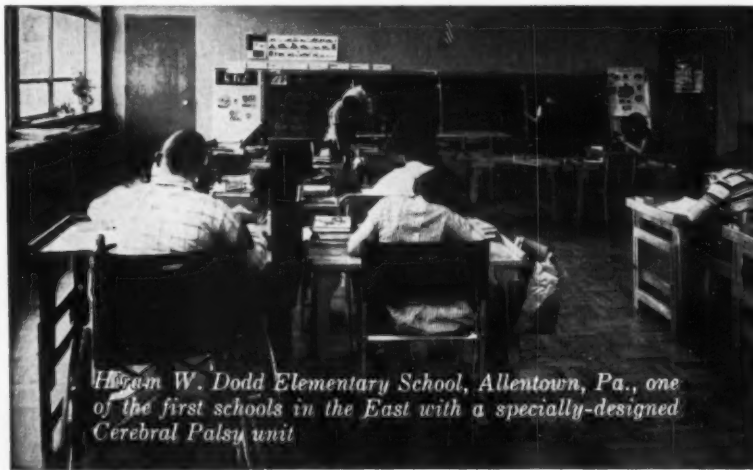
By Earl A. Dimmick. Paper, 11 pp. Board of Education, Pittsburgh, Pa.

An outline of the revision of the secondary school program, including the setting up of four separate curriculums, a revision of the diploma, the establishment of a new requirement of 34 credits, and the inclusion of new classes in advanced mathematics, science, and English.

### Making Better Readers

By Ruth Strang and Dorothy K. Bracken. Cloth, 367 pp., \$4.75. D. C. Heath & Co., Boston 16, Mass.

This textbook for professional schools and for teachers in service describes and recommends recent improvements and methods of teaching reading, with emphasis on the discovery of reading deficiencies and remedial instruction.



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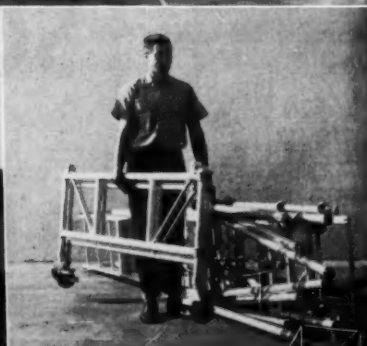
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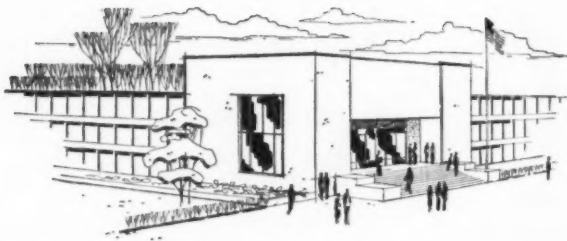
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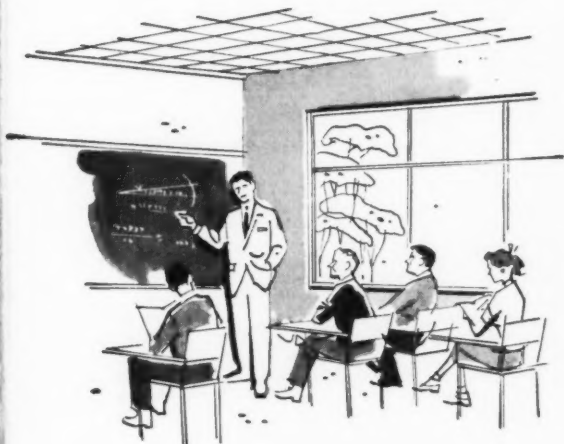
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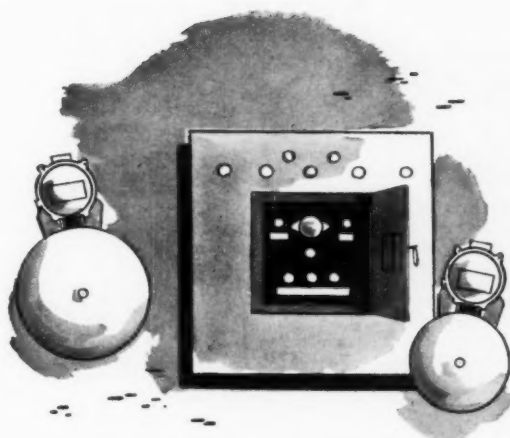


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## THE SCHOOL SCENE

(Continued from page 21)

each junior high school (within the junior-senior high school) with its own administrative offices, faculty quarters, library, and instructional areas.

• Participation by patrons of the school in planning and implementation of the program, by developing an effective PTA program, coordinating work of school and other youth agencies, and surveying high school resources.

### PLANNING SUMMER SCHOOLS

Planning coming summer school activities? A model elementary summer school program offered last year by the Orinda, Calif., school district under the direction of superintendent J. L. Sheaff, might prove of interest to you.

The Orinda summer school offered four distinct programs:

- Summer camp, limited to 5th graders.
- Music summer school, offering five-week programs in rhythms and melody (grades I-III), class piano (I-VIII), beginning strings (IV-VIII), voice (I-VIII), orchestra (IV-VIII), and music appreciation (IV-VIII).

- Recreation activities at elementary school playgrounds.

- Summer school proper, offering enrichment courses (arts and crafts, creative writing, extended reading, French, physical science experiments, Spanish, public speaking, typing, etc.) and skill courses (arithmetic, grammar, reading and language clinic, phonics, and speech correction). The school began on June 20 and ended on July 26 and operated Monday through Friday mornings with one-hour class periods. Grades I-VIII were eligible.

- In another direction, a summer school of six weeks for talented students in mathematics and science is being considered by co-operating Kent County, Mich., boards of education. Planned to augment the technical-subject

curriculums of the schools the offered courses would not duplicate those offered in the regular schools; field trips would also be included in the program. Enrollment would be limited to those students of high scholastic record who have completed junior and senior years.

## SCHOOL STAFF

### SALARIES OF ADMINISTRATORS

Recent reports indicate that an increasing number of districts are relating the salary of their administrative personnel to the salary schedules of their teachers. Among the reports:

- In Richland, Wash., the school board has tied salaries of principals and administrators to the teachers' salary schedule. The salaries are determined by using their placement on the salary schedule as the base and applying a new formula. The formula includes two areas: the base and the service period. The latter consists of the work year in months as related to the teacher school year considered as nine months. Certificated teachers and administrators are under contract for a specified number of work days, plus five professional days during the contract year. Administrative staff members are eligible for the maximum credit of nine experience steps on the salary schedule for approved teaching, administrative, or other comparable experience when entering the school system.

- The school board of Boulder, Colo., has adopted a percentage relationship between the salaries of supervisors and administrators and the teachers' schedule. Leaders in the system receive specified percentages above their salary ratings as teachers. The percentages are: elementary principal, 22; junior high principal, 32; senior high principal, 45; assistant superintendent, 65; superintendent, 114.

- In Gloucester, Mass., the school board has set the salaries of certain administrators by adding a differential to the base salary. The superintendent was set at 100 per cent; the assistant superintendent at 50 per cent; the high school principal at 32 per cent; the central grammar principal at 32 per cent. The increases are based on the present annual increment of \$200, plus the equalization factor. All increases become effective in January, 1959.

- In Woonsocket, R. I., substantial salary increases have been approved for sixteen elementary principals, six department heads, and five teachers of retarded classes. Four principals were raised one step in the schedule and will be paid \$100 additional for each room in their buildings. The sum of \$400 was added to the base pay of department heads. The largest increase went to principals of buildings with eight or more classrooms, where the salary was raised to \$5,800 per year. Other increases ranged from \$150 to \$550, depending on room totals.

- The Belleville, Ill., school board has approved salary increases for teachers, principals, supervising principals, and other administrative employees. Teachers were given increases of \$300 per year; principals, \$500; supervising principals, \$600; business manager, \$500; and superintendent, \$900.

### PERSONNEL PRACTICE AND TEACHER MORALE

An intensive study of the personnel factors that affect teacher morale, recently completed by Dr. Frederick L. Redefor of the school of education of New York University, indicated that there was a close relation between the quality of education of a district and the moral status of the district's morale.

The study, composed of more than 300 questions, was directed to 5000 teachers in a cross section of communities. The findings in-

(Concluded on page 66)

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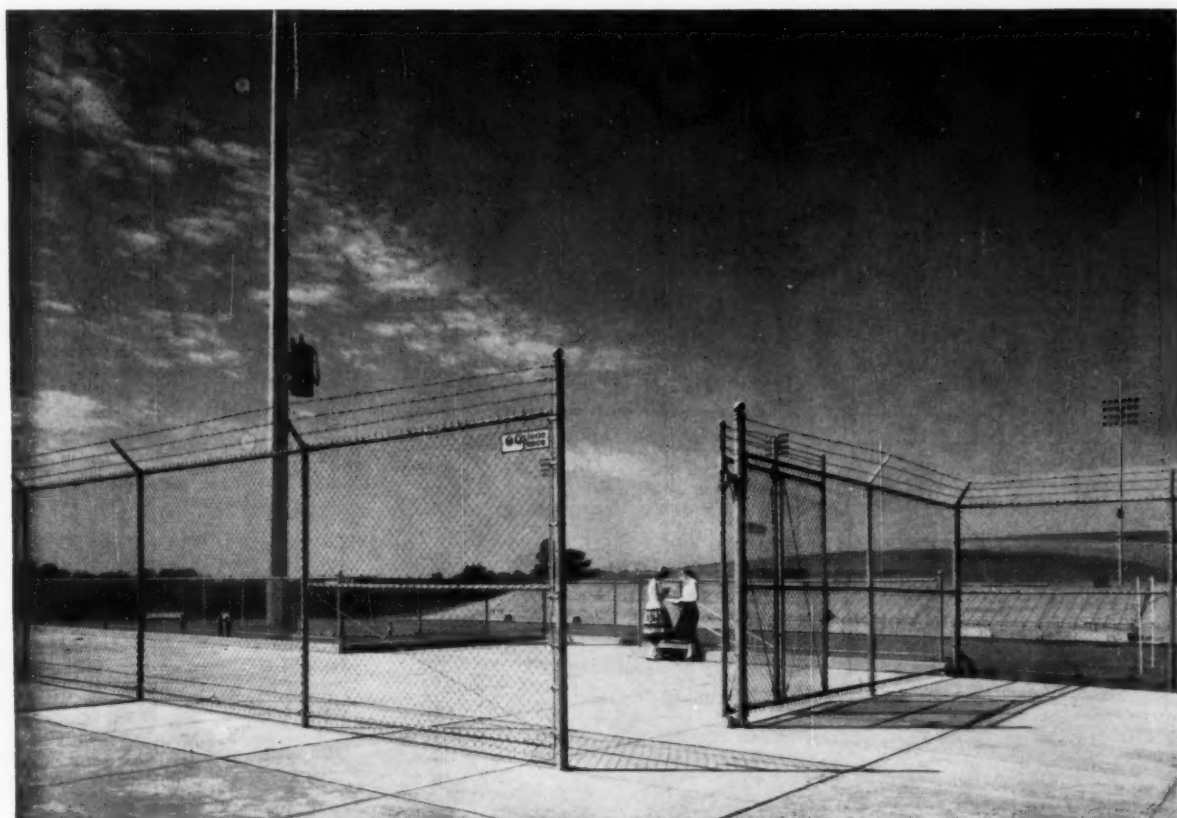
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## THE SCHOOL SCENE

(Concluded from page 64)

dictated that teacher morale exists and varies between school systems and between schools in a district; sex, age, or marital status are not determining factors of morale status of individual teachers, however.

Also, salary or salary schedules, while important to teachers, do not determine the morale status of the individual or faculty group; the socioeconomic status of the school community rarely affects morale as "problem" schools can have comparatively high morale within the faculty group.

The research discovered that teachers who scored high on morale status reported, among other things, that they:

- Were less bothered by routines and professional ruts;
- Carried on research to improve their teaching;

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• Took professional studies in the past five years;

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Other indications:

• With the increase in size of the school system, communication and understanding between the faculty and the board grows more difficult and morale-supporting relations tend to deteriorate;

• Communications within schools frequently seem to be a morale-lowering factor;

• Principals occupy key positions in effecting morale.

## SCHOOL BUILDING AND OPERATION

### SPEED UP SCHOOL BUILDING

The Los Angeles, Calif., board of education has approved a unique pilot project, designed to speed up the building of new schools, as well as save thousands of dollars in taxpayers' funds.

The program provides for the drawing of "prototype" master standard building plans, to be used in the construction of all new elementary school facilities.

The board has employed two architects to prepare plans for two elementary schools in the San Fernando Valley, to serve as the "model" plants. Architect William H. Harrison will prepare plans for the Collier School, while Architect E. Laurence Parsons will design the Sharp Avenue School. The plans will be made in complete detail, from the floor level up. Such items as site utilization, civil engineering, and landscape drawings, and mechanical and electrical site plans will not be included.

All plans must be processed by the State Division of Architecture to insure that they comply with the state building code.

### CUT JANITORIAL COSTS

The Chicago board of education has taken first steps to cut \$2 million "in fat" from custodial costs of the public schools. The economy step was recommended in a report made by Arthur Young & Co. in July. Custodial costs for 1957 ran about \$15 million.

The board has authorized Supt. Benjamin Willis to implement the recommendations of the Young report, namely, to set up standards for custodial employees to follow, to reduce the janitorial staff by 10 per cent and eliminate overtime work of 75 janitors, and

to employ "floating crews" to do maintenance work now being done by custodians at the schools.

### STATE AID MAXIMUM RAISED

The Washington State Board of Education has authorized an increase in the ceiling on square foot building costs from \$13.64 to \$13.80 per square foot for state participation in financing school construction.

## SCHOOL BUSINESS

### WHERE THE SCHOOL DOLLAR GOES

The research division of the New York State Education Department has issued a report, showing the distribution of expenditures for education in the state during 1955-56.

As a guide to what the average district in the state portions to major school needs, the breakdown of current expenditures, percentage-wise, indicates the following distribution: 58.75 per cent for instructional services; 7.60 for plant operation; 2.38 for plant maintenance; 6.55 for "auxiliary agencies" (library, health, transportation, cafeteria services, etc.); 11.61 for "debt service."

### SCHOOL FINANCE MEASURE ILLEGAL

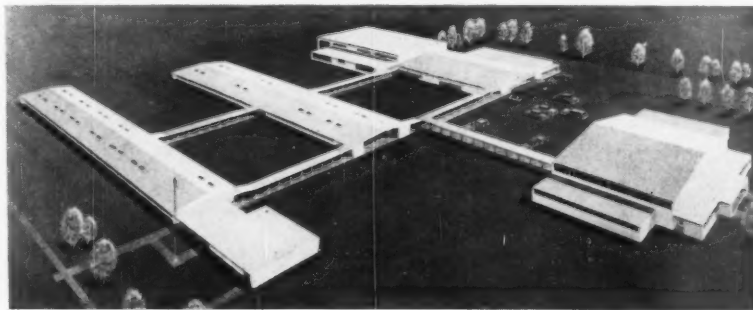
In Park Ridge, Ill., a device to raise money for the expansion and improvement of schools — by requiring subdividers to pay the town \$300 a lot for school building as a condition to acceptance of plats — has been declared illegal. Judge Harrington of the Cook County circuit court held that the Chicago suburb was guilty of violating state law and regulations dealing with the raising of municipal revenues.

### SCHOOL COSTS JUMP

Operating costs of Milwaukee, Wis., public schools will increase by \$10 million in the next five years, and present revenue sources will fall short of meeting them by \$7,885,000 to \$9,340,000, according to the Citizens Advisory Committee to Study School Finances.

The Committee argued against any further increase in the present school tax rate on property because of the burden of taxation on real estate property owners.

It was suggested either the 1 per cent local payroll or income tax outlined in 1956 by the Special Committee on Taxation, or if equitably distributed, a 2 per cent sales tax earmarked for education. It favored revenue raised in the local community and retained by the local community for its own needs.



A four-building, campus-design high school was recently completed by the Anahuac, Tex., Independent School District at a total cost of almost \$900,000. The buildings, connected by 975 feet of covered walkways, are arranged to provide ample cross ventilation and to facilitate future expansion. Architect of the 200-student school was George Ingram, Beaumont, Tex.; superintendent of the Anahuac schools is T. P. White.





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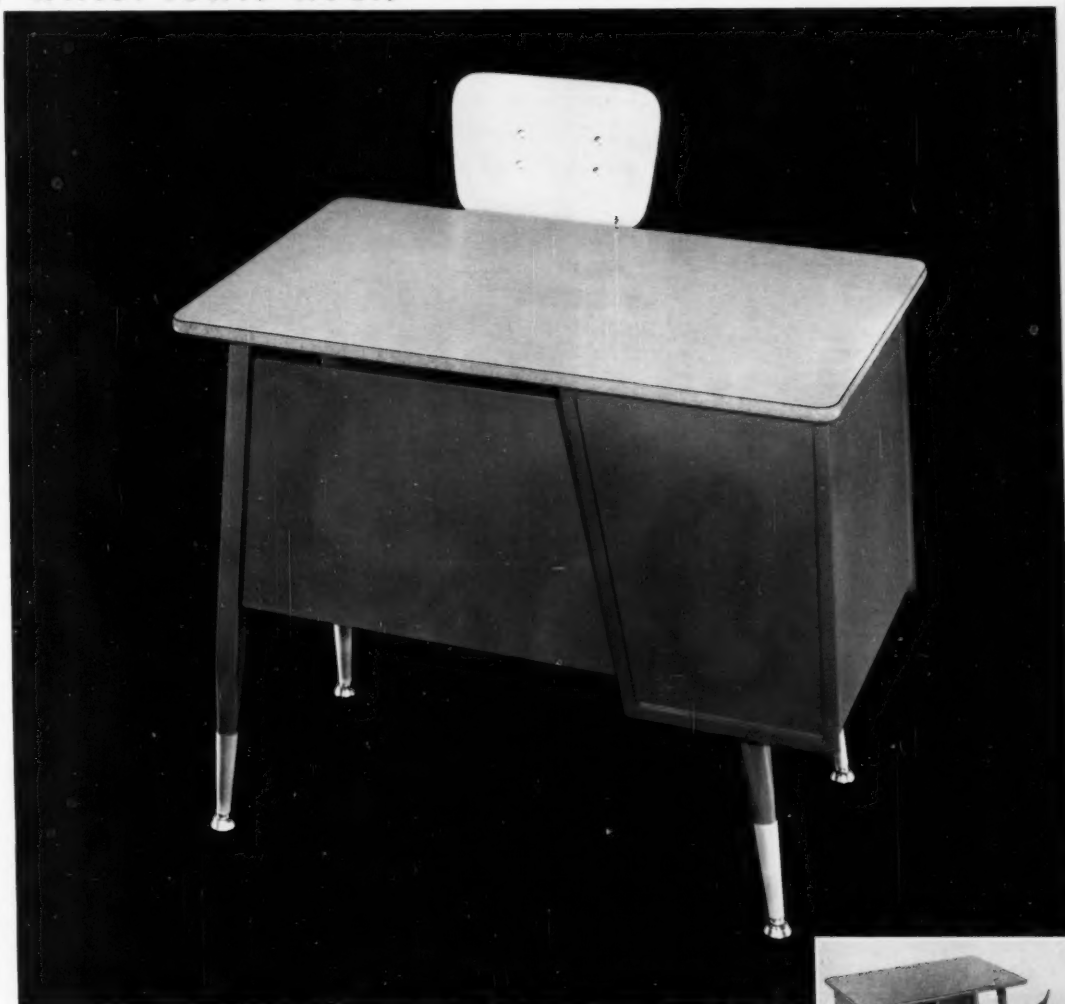
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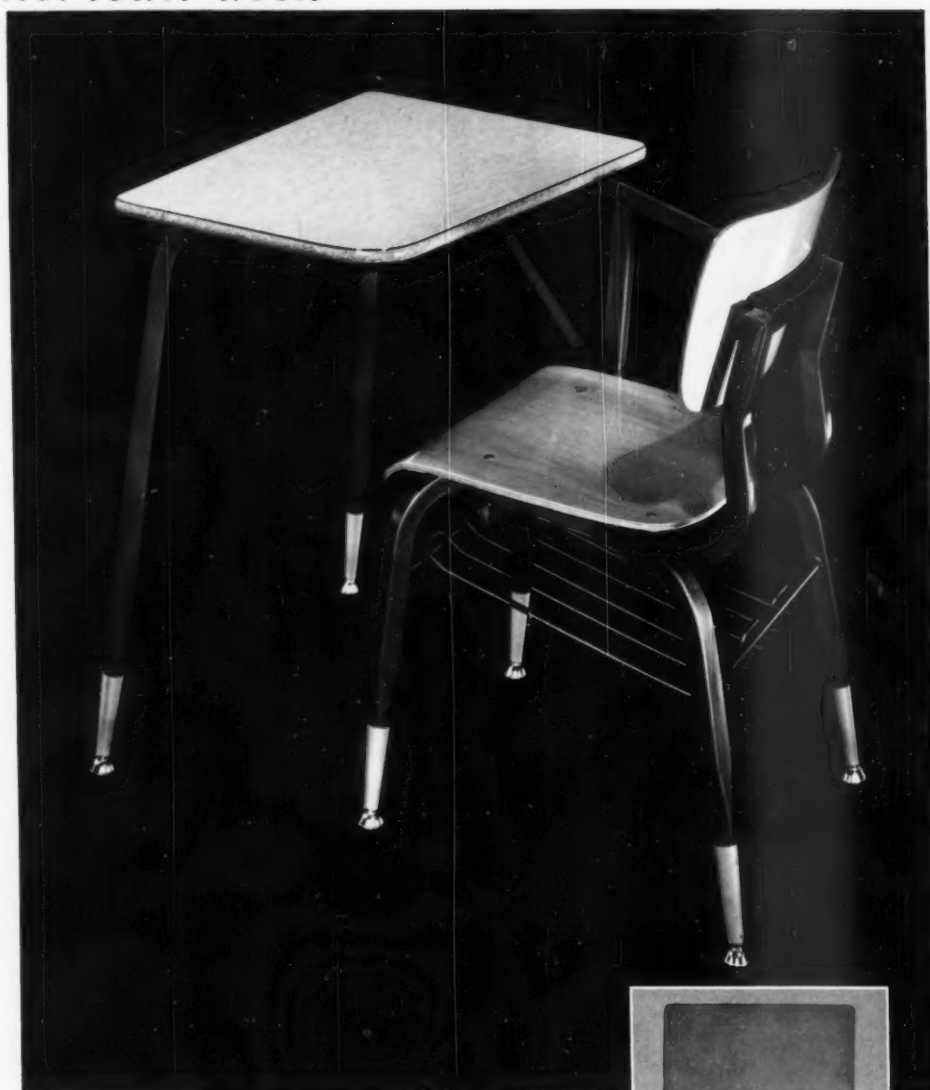
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## WORD FROM WASHINGTON

(Concluded from page 53)

the states, according to the Joint Committee's proposal, would be required to levy an additional 4 per cent tax on local telephone services. This would result in a 14 per cent tax, including state and federal, instead of the present 10 per cent federal tax. The scheme proposes cutting the federal tax 4 per cent after five years.

If carried out this would result in 12 of the richest states receiving about 70 per cent of the relinquished revenue credits which it is estimated would total about \$148 million annually. As this article goes to press the President had not yet set the legislation setting forth the complete details of this plan to Congress.

From contacts with Congressional members from the major political parties it appears that the President's recommendations for casting off federal responsibility in the vocational education field will be coolly received. Some Congressmen are adamant in their opposition. Still others are caustic in remarking that the Administration would propose an untried grants-in-aid program for education costing \$1 billion in four years in the same message that advocates the abandonment of a federal educational responsibility that has proved its value to the security and well-being of the nation in time of peace and in time of war.

Regional Hearings on Federal-State Relations conducted by a Subcommittee on Intergovernmental Relations of the House of Representatives, chairmaned by L. H. Fountain (D., N. C.) found most of the mayors of big and little cities queried and 10 of the 12 Governors who testified strongly opposed to discontinuing federal grants in aid.

### Federally Affected Areas

The companion laws enacted by the 81st Congress in 1950 to authorize federal assistance for school construction and operation in areas affected by federal activities will soon expire—PL 874 on June 30, 1958 and PL 815 a year later.

Although holding that these programs should be extended, the President's budget message recommends that this assistance "should be restricted to instances where the federal personnel both live and work on federal property," adding that "grants for operation of schools on behalf of people living on taxable property should be gradually reduced during an adjustment period, and then terminated."

The Administration's position was vigorously attacked in hearings before a House Education Subcommittee with some Congressmen openly skeptical that the need would diminish at a time when defense expenditures are being increased and Congress is authorizing additional money for new military installations. Although a number of legislators voiced opposition to the suggested changes not a single Congressman testified in their behalf. It appears likely that the bill that emerges from this Committee to extend aid to schools in federally impacted areas will differ markedly from the Administration's measure.

In line with President Eisenhower's policy of shifting responsibility for govern-

mental programs from federal to state and local levels the Administration is proposing amendments to these laws which would reduce both operating and construction funds and bring the programs to an end on June 30, 1963.

The appropriation authorization for

school construction aid under PL 815 would be pared from \$62 million, if the law were to be extended in its present form, to \$20.5 million in the fiscal year 1959 if the proposed amendments are adopted. Comparable savings would be realized in subsequent years. In the new fiscal year payments for operating funds would be reduced from \$149 million to \$110 million tapering off at a rate of 20 per cent each year to a new low of \$53 million in fiscal 1963 as compared with a \$200 million authorization if PL 874 were to be extended without amendments.

Legislation incorporating the Administration's proposals has been introduced into the Senate by Senator H. Alexander Smith (R., N. J.) but at this writing had not yet been sponsored in the House.



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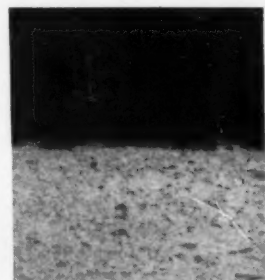


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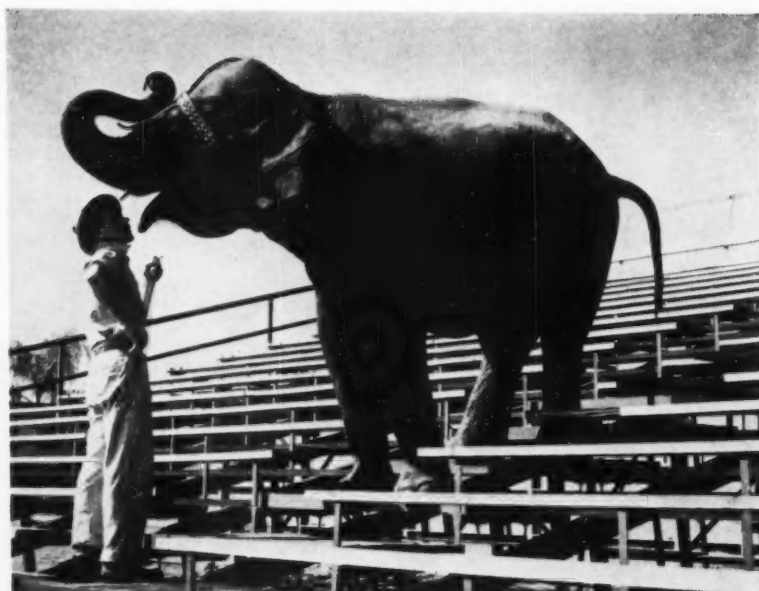
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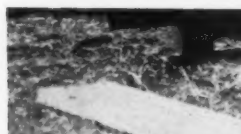
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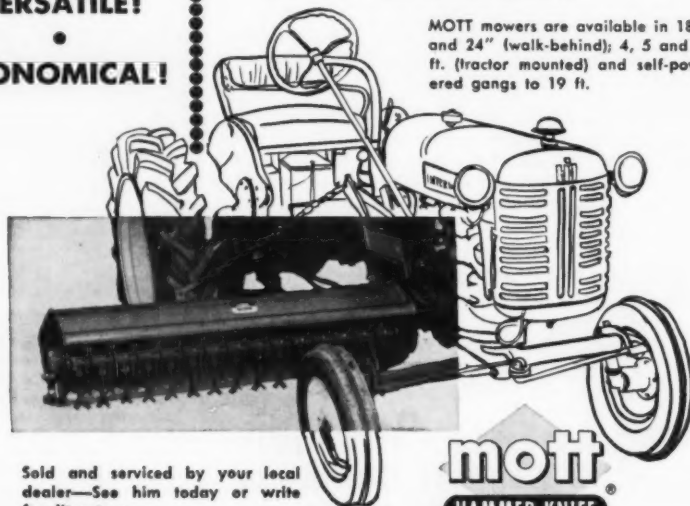
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## PERSONAL NEWS

### ALABAMA

**James O. Knuckles** has taken the superintendency at Bessemer.

### ARIZONA

**Walter W. Merrill** has been re-elected president of the Mesa board.

**D. L. Secrist** has been re-elected as president of the Tucson board.

### CALIFORNIA

**Supt. James H. Corson** has been re-elected at Modesto, with an increase in salary.

**Thomas L. Nelson**, superintendent of Berkeley, Calif., schools since 1945, has announced his resignation, effective June 30. Nationally successful in financing and planning schools in Berkeley during his 13-year tenure, Dr. Nelson led the passage in 1948 of an eight-million-dollar bond issue. He received his B.S., M.A., and Ed.D., from the University of California, at Berkeley.



### GEORGIA

**A. C. Latimer** has been elected president of the Atlanta board.

**W. R. Laffin** has been elected president of the Richmond county board.

**Matt Wylie** has been elected president of the Antelope county board at Elgin.

### ILLINOIS

The school board of Dist. No. 2, Bensenville, has reorganized. **Mrs. Joy Barth** is the new member, succeeding **Mrs. Anna C. Lilja**. **George W. Adis** is the new secretary of the board.

**Virgil R. Perry** has been elected business manager of the Springfield board.

**Charles W. Lafferty** is the new superintendent of elementary schools in Oak Park.

### IOWA

**Perley O. Brunsvold** is the new superintendent at Mason City.

**Harold H. Williams** has been elected superintendent at Larned.

### KANSAS

**Harold Deever** has taken the superintendency at Junction City.

**Lawrence H. Shepoiser** is the new superintendent at Wichita.

### LOUISIANA

**B. W. Swint** is the new president of the Bossier parish board, Benton.

**Bryan Littell** has been re-elected president of the St. Landry parish board at Opelousas.

**Robin H. Hood** has been elected president of the Caddo parish board at Shreveport.

**W. C. Rasberry** is vice-president.

**Emile A. Wagner, Jr.**, has been elected president of the Orleans parish board, New Orleans.

**C. Herman Parker** is the new president of the Vernon parish board, Leesville.

### MASSACHUSETTS

**James H. Buckley** is the new president of the Springfield board.

### MICHIGAN

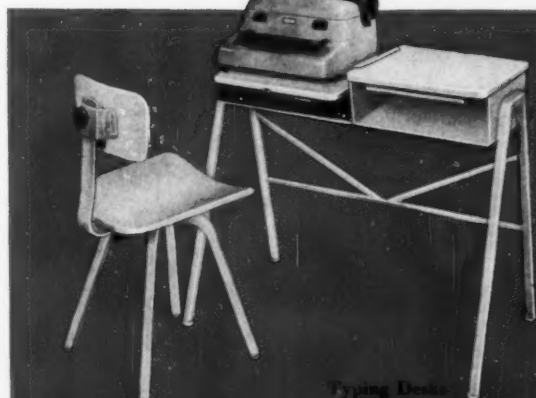
**Dr. Loy Norrix**, superintendent of schools at Kalamazoo since 1937, died of a heart attack on January 2. He had previously held offices in Houghton, Mich., and in several Illinois communities. He was widely known for his very human approach to educational theories and administrative leadership.

(Concluded on page 74)



# Royal®

## SCHOOL FURNITURE



Posture Chairs

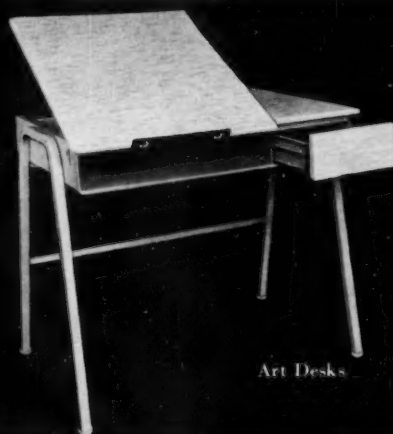
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Art Desks



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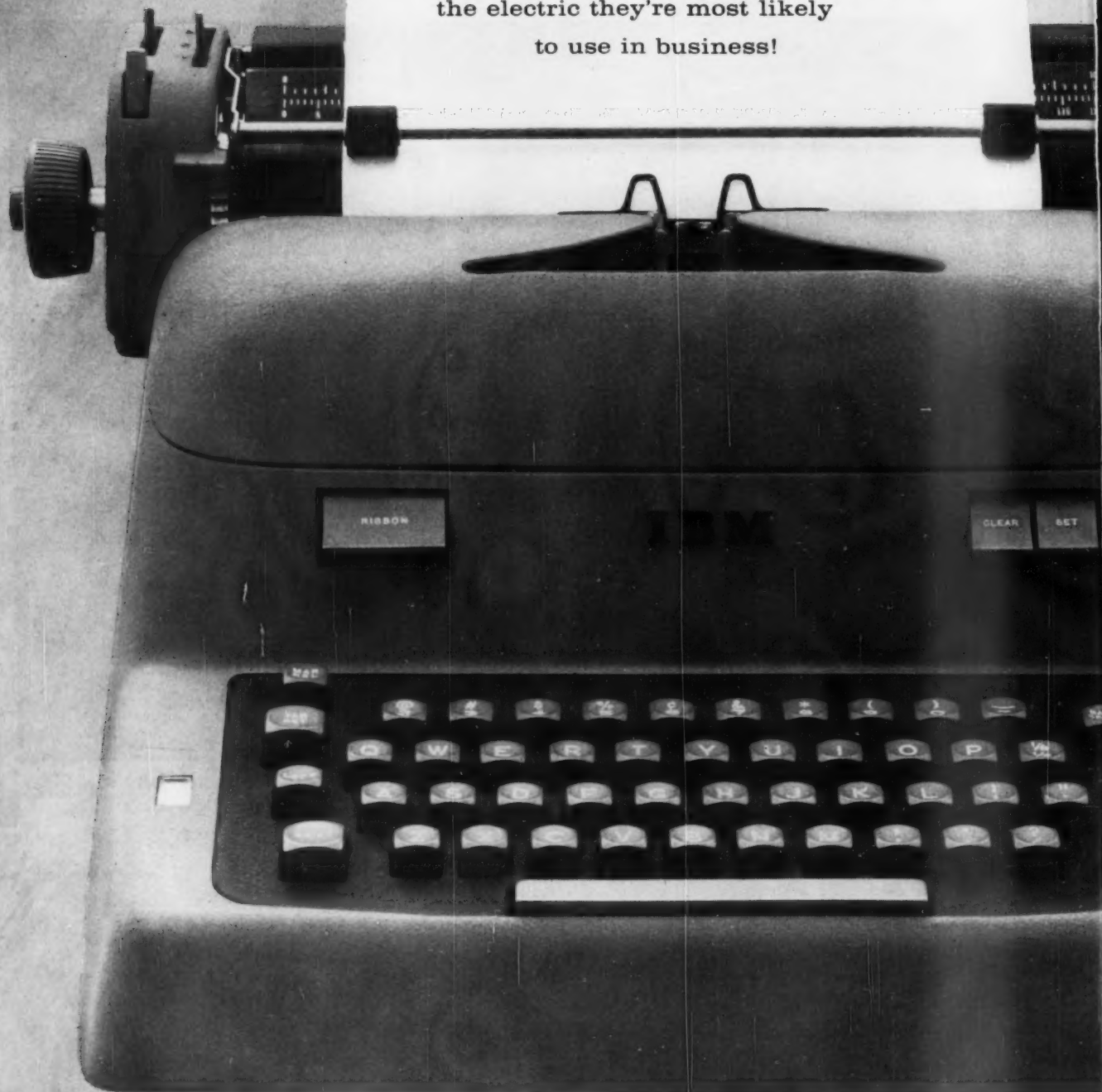
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**ELECTRIC  
TYPEWRITERS**

this year IBM continues its leadership with its one millionth electric typewriter!



## PERSONAL NEWS

(Concluded from page 70)

### MINNESOTA

**James K. Michie** is the new superintendent at St. Cloud.

### NEBRASKA

**R. A. Johnson**, Newman Grove, has been elected president of the Nebraska School Boards Association.

**Wayne L. Riggs**, of Wahoo, has been elected superintendent at York to succeed Wayne Frazer.

### NEW HAMPSHIRE

**Dr. William F. Harrington** has been elected president of the Portsmouth board.

### NEW YORK

**Harold F. Hay**, recently confidential aide to President Charles H. Silver, has been elected secretary of the New York City board of education. In this \$16,000-a-year position, he succeeds Morris Warschauer, who retired on January 15.

### OHIO

**Henry H. Alden** is the new president of the Warren board.

**Jack Pozenel** has been re-elected at Beaver. **Alfred Jones** is the new president of the South Amherst board.

**Charles A. Mooney** has been elected president of the Cleveland board. **Ralph W. Findley** is vice-president.

### OKLAHOMA

**E. B. Wilson** has accepted the superintendency at Keifer.

### PENNSYLVANIA

**Mrs. Marjorie G. March** has been re-elected president of the Altoona board.



### SCHOOLBUILDING PROGRESS IN THE EDGEWOOD, TEX., SCHOOLS

Simply designed, but easily maintained reinforced concrete additions to overcrowded classrooms all but eliminated half-day sessions in the Edgewood Independent School District. The 132 classrooms have helped to provide an adequate educational system for some 12,000 children in a generally substandard housing area on the fringe of Southwest San Antonio. The average cost per room, including restroom facilities, has been less than \$6,000. Members of the board include, from left to right: S. R. Fuentes, secretary; Joe Tovaes; Edward Montez; Bennie F. Steinhauer, superintendent; Roy Barrera, president; Manuel Lopez; Ed Reyes, vice-president; C. D. Foster, tax collector; Fred Haner, accountant.



**Philo C. Dunsmore**, assistant superintendent of schools at Toledo, Ohio, since 1945, has been named superintendent of schools there. Mr. Dunsmore, who has been with the Toledo schools since 1919, received his Master of Arts degree from the University of Toledo.

The school board of Elyria has reorganized with **Rufus G. Taylor** as president, and **Dr. Wesley Suhr** as vice-president.

**Dr. John T. Valenti** is the new president of the Wilkes-Barre board.

**Dr. R. D. Wickerham** has been re-elected president of the Gettysburg joint school board.

**George Baumgarten**, president of the Forest Hills board, has been elected president of the Pennsylvania State School Directors.

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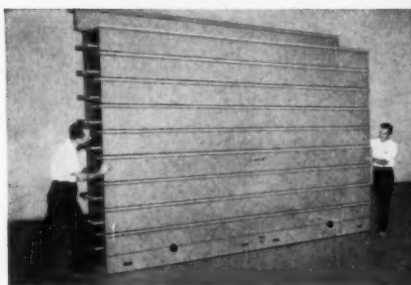
**RHC Spacemaster**  
equipment



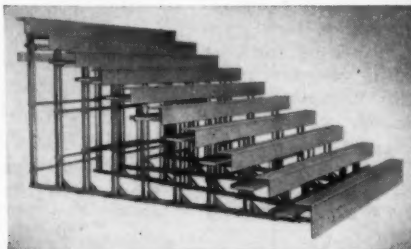
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All seat sections are movable for quick, easy positioning anywhere in the gym and for efficient storage in recessed bays.



Medart Telescopic Gym Seats can be furnished in wall-attached or movable types with 10½" or 11½" row rise and 22" or 24" row spacing. Exclusive fully-automatic power operation is available.

## **Award Of Air Force Contract Follows By Few Months Medart's Gym Seat Installation In Naval Academy Field House At Annapolis**

Another unusual installation where Medart Telescopic Seats meet requirements best of all!

Because all seat sections are movable, Medart's closed or open free-standing and self-supporting understructure is virtually a "must" since no wall attachment is necessary. Neither stability or load capacity is dependent on wood seats, risers or floorboards, but instead give each seat assembly extra strength . . . Maximum safety for seated audiences is assured with Medart's box channel anti-sway bracing and four double-angle vertical supports under each seatboard . . . Interlocking of supports at top and bottom assure easy opening and closing, and straight-line trackage.

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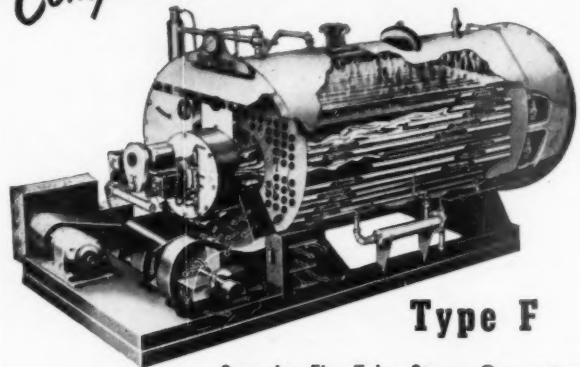
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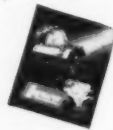


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\$13,000 net from roller skating! That's how this school helped finance its new gym and more than paid the cost of its floor the very first year! Soft, dead flooring which false economy sometimes substitutes can't take skating, of course. For maximum liveliness with wear, make your floor Wells' **DIAMOND HARD** Northern Maple too.



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For More on Money-making Gyms, write —

**MORE BOUNCE PER OUNCE — LESS DENTS MAKE SENSE**

## TORT LIABILITY

(Concluded from page 32)

\$7,500 rather than nothing under the contributory negligence rule.<sup>6</sup>

The proponents for perpetuation of the doctrine of contributory negligence believe that it discourages accidents by denying relief to those who have not themselves exercised proper care for their own safety.

No one should be in favor of a doctrine or a statute which would tend to encourage accidents. Prevention of accidents injurious to school children is a more important matter and worthy objective than devising a system of distributing damages after the injury occurs. That is why the writer is somewhat apprehensive about the recent trend to enact so-called "save-harmless laws."

If these laws should in any way cause school personnel to be less careful in the protection of pupils in their charge, on the assumption that the school board would "pick up the tab" for damages resulting from the negligence of a school employee, the legislation is bad. They may be "save-harmless laws" for school employees but "harmful" for pupils.

In this connection it might be pointed

out that statutes designed to abrogate the immunity to liability of school districts for the tortious acts of their employees may have somewhat the same results. In fact some legislatures have been reluctant to abrogate school district immunity to liability for fear that a deterrent of personal liability might cause school personnel to "let down their guard" in the prevention of accidents.

It has been attempted in this paper to explain tort liability of school personnel where negligence is the proximate cause of complaint. In concluding, it may be added that school personnel are also subject to liability for *assault* (which is the attempt to beat another, without actually touching him) and *battery* (which is the unlawful beating or other wrongful physical violence inflicted on another without his consent). The great majority of assault and battery cases of school personnel are those associated with the administration of corporal punishment to pupils.

The teacher enjoys a slight degree of immunity to liability for this type of a tort by virtue of his position which legally gives him authority over a pupil analogous to that which a parent has over his child, at least for purposes of necessary correction. As long as the punishment is "reasonable," the courts will absolve the teacher from blame, even though the punishment results in

some injury to the child that was not foreseeable. Conversely, the courts are likely to hold a teacher liable for inflicting "excessive" punishment upon the pupil for any reason whatsoever.

Many variable factors have to be considered by the court in determining what is "reasonable" or "excessive" punishment. For example, a Texas court upheld a teacher for forcefully using a big club on a pupil. (But the facts of the case<sup>7</sup> show that the pupil was over 17 years of age and larger in size and weight than the teacher and that he came to school armed with a pistol and threatened to shoot the teacher when he asked for the gun.)

In a contrasting case, a teacher was held liable merely for sitting on a pupil in order to subdue him during a fit of anger. (But the facts of this case<sup>8</sup> show that the pupil was only ten years old and weighed less than 90 pounds, whereas, the teacher who infuriated the child was a big husky scrapper weighing nearly 200 pounds.)

As is the case where negligence is established, acts of assault and battery, other than what would be exercised by a "prudent" person under similar circumstances, are likely to be sufficient grounds for liability. School personnel should control their actions accordingly.

<sup>7</sup>*Metcalf v. State*, 17 S.W. 142 (Tex.) 1886.

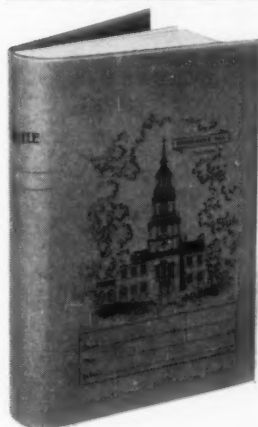
<sup>8</sup>*Calmay v. Williamson*, 36 A. (2d) 377 (Conn.) 1944.

<sup>6</sup>Bress, David G., "Comparative Negligence, Let us Harken to the Call of Progress," *American Bar Association Journal*, Vol. 43, No. 2, Feb., 1957, pp. 127-130, 149.

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## SCHOOL PRODUCTS GUIDE

### LIGHTING

Probably no other area of school design has undergone such extensive research in recent years as artificial lighting. The modern school program, imposing a heavy burden on students' eyes in the wide variations in visual tasks they perform in one day—from reading and spelling to painting and manipulating scientific apparatus, from watching chalkboard demonstrations to viewing filmstrips—demands optimum seeing conditions.

Designing a classroom so that all children may sit any place in it and in any position without sacrificing visual comfort and efficiency involves a co-ordination of the artificial lighting scheme to such elements as outside environment, fenestration, interior finishes, etc.

While there is no tried-and-true guide to this co-ordination applicable to all situations, board members, administrators, and architects must understand at least two basic factors before they can co-operatively approach the planning of a good visual environment. These are:

1. **Light intensity:** the amount of light falling on a given surface; it is measured in foot-candles.

2. **Brightness:** the amount of light emitted by or reflected from a surface; it is measured in foot-lamberts (foot-candles times the amount of light reflected from an object).

Authorities state that good visual environment demands that the brightness differences in the classroom (including walls, fixtures, floor, furniture, windows, etc.) should be kept at a minimum. The National Council on Schoolhouse Construction has adopted several goals aiming to control brightness differences.

This goal, experts generally agree, is a major one in good lighting design; achieving this goal in the various classrooms in the same building with one system of bilateral lighting, fenestration pattern, etc., is usually not possible. Choosing the proper lighting fixtures for a classroom—relative to such factors as the use of the room, when it will be used (day or day-and-night), economies in original cost, operation, and in maintenance, safety, performance, etc.—is a most fundamental consideration, however.

To help you with the selection of the proper system of lighting for your new schools or schools scheduled for modernization, the Edwin F. Guth Co. offers several pieces of literature currently available to you free of charge. (For your copy or copies, please use the "Reader's Service Section" index card across from the last page of your JOURNAL.)

Among the booklets:

1. **Introduction to Lighting Design**, explaining the main methods of lighting design with complete engineering tables, descriptions of different shielding, diffusing, and refractive media. (Circle SPG-12 on the "Reader's Service Section" index card for your copy.)

2. **Data and Picture Planning Guide**, containing photographs of actual lighting installations to assist you in determining specific type of luminaries to use in various school areas (SPG-13).

3. **Condensed Lighting Catalog**, including photographs and descriptive data on the various incandescent and fluorescent luminaries used in modern school lighting (SPG-14).

(This literature will be sent to you free of charge. Circle the number of the booklet on the "Reader's Service Section," across from the last page of the Journal.)



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Also figures seating capacity per gym size ... or vice versa



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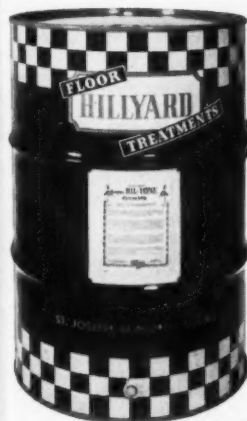


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# News of Products for the Schools

## HAMMER-KNIFE MOWER

The B-9 Hammer-Knife mower, manufactured by C. W. Mott, Brookfield, Ill., will mow lawns, brush, and weeds with equal ease and efficiency. The mower has conveniently located throttles, two forward speeds and one reverse control, and a sturdy front and rear hood which deflects cuttings into the



Powered Mower

ground. The self-propelled mower features adjustable cutting height, large sturdy wheels, precision transmission, and positive drive action. Sully attachment, leaf mulcher, pneumatic tires, and replaceable cutting knives are optional attachments. Twenty-five models are available in sizes from 18 in. to 19 ft.

(For Further Details Circle Index Code 024)

## ELECTRIC SHOP EQUIPMENT

The Universal Scientific Co., Inc., Vincennes, Ind., makers of Crow rotating electric instruction equipment, is now offering three "visual experiment" models to meet the needs of elementary, intermediate, and advanced electrical shop courses. Model 200, a 119-piece unit for elementary courses, provides an understanding of A.C.-D.C. motors and generators most commonly used in household appliances. Model 250 with its 182 pieces also gives students a quantitative understanding of voltages and currents used in commercial machinery. The comprehensive Model 700 has 241 parts and constitutes a complete rotating electric machinery laboratory. Newly revised work manuals are available for each model. Send for more details, prices, and specifications.

(For Further Details Circle Index Code 025)

## POT AND PAN WASHER

Speedy and sanitary automatic washing of pots and pans is now possible with the FMC Utensil Washer made by the Food Machinery & Chemical Corp., Hoopston, Ill. Both single- and double-compartment models are available. The double-compartment washer, Model 202, occupies only 36½ by 62 in. It washes a rack of utensils in one minute while the previous rack of pots or pans are being rinsed in 10 seconds. Washing action is accomplished by upper and lower revolving spray manifolds that force high velocity jets of hot water to every part of the utensils.

By this method, pots and pans can be washed greaselessly clean with hot water alone. The rinsing action leaves utensils spotless and they dry in a few seconds.

The double-compartment model will care for the utensils in kitchens serving up to 10,000 meals per day. The single-compartment model, which measures 36½ by 31 in., is adequate for kitchens serving from 500 to 3500 meals per day.

(For Further Details Circle Index Code 026)

## WIDE STILE DOOR

A new and improved wide stile door for commercial and institutional buildings has been announced by the Kawneer Co., Niles, Mich. The door derives greater strength from the use of extruded tube construction with an improved deep weld that gives a greater penetration of the metal. The corner construction of the new model is of butt joints instead of the old miter joints. The most apparent change in the door is the elimination of the kick plate. Instead, the bottom rail is a 7 inch extruded section which improves the strength of the door, as well as the appearance. Another important feature is the improved, concealed panic device, giving a more efficient transfer mechanism and reduced maintenance requirements. The economical new door features nylon bearings for noiseless operations.

(For Further Details Circle Index Code 027)

## ALL-STEEL SCHOOL EQUIPMENT

The School Equipment Mfg. Corp., Nashua, N. H., offers a new line of all-steel, mobile classroom units, consisting of sink units, wall cabinets, counter units, wardrobes, and special classroom utility carts. The new line, called



Classroom Sink

Grade-Aid, has a modular design, so that units may be rearranged to fit space requirements. Units are available in four heights for different age levels. Melamine plastic tops and interchangeable sliding doors—gray, coral, yellow, or blue—are features of the line.

(For Further Details Circle Index Code 028)

## TRANSISTOR TAPE RECORDER

The Mohawk Midgetape manufactured by Mohawk Business Machines Corp., Brooklyn 33, N. Y., weighs only 2¼ lb. and is about one third the size of a standard sheet of letter-head paper. The machine is a boon to traveling executives as it can be used anywhere and will record for sixty minutes. The tape may be used approximately 300,000 times as the

old recording is automatically erased when a new one is made. Numerous accessories are available.

(For Further Details Circle Index Code 029)

## LIGHTING FOR LIBRARY

This new library at Howard College, Birmingham, Ala., is most attractively lighted with V-C-U fixtures made by Edwin F. Guth Co., St. Louis, Mo. The high intensity light averages 35 foot-candles at the book level.



Well Lighted Library

Gratelite louver diffusers both hide the lamps and soften their glare. The Gratelites of ¾-in. cubes are easy to clean. The lighting is well distributed to the general aisle area and blends well with the over-all decor.

(For Further Details Circle Index Code 030)

## WATER PICK-UP MACHINE

A new water pick-up unit has been announced by Nobles Engineering and Manufacturing Co., Santa Monica, Calif. The Speedry suction suds water and dirt from the floor with the entire 24 inch wide intake head, instead of just the center of the head. The Speedry is not a squeegee type machine. It draws water moisture up from between tile seams and floor cracks, and works equally well on wood, tile, concrete, or asphalt surfaces. The machine is designed so as to enable it to be used flush against the wall without marring. The self-contained unit is completely portable and does not require wands, hoses, or attachments.

(For Further Details Circle Index Code 031)

## SPEEDY COOKER-FREEZER

Cooker-freezers, a new concept in food service equipment, have been added to the line of Flex-Seal Speed Cookers made by Vischer Products Co., Chicago. Models are available with three or five cooking compartments above a freezer base, for direct steam operation, or with self-generating steam supply. Freezer compartments are 24 in. deep, by 19½ in. high, by either 34 or 54 in. long. They will store 120 or 180 institutional size packages of frozen food. Cooking compartments are operated independently, each with its own pressure gauge and timer, self-cleaning drain valve, and 3½ qt. stainless steel pan. Food direct from the freezer can be cooked without defrosting and served within four minutes.

(For Further Details Circle Index Code 032)

(Continued on page 83)

CORRESPONDING CODE INDEX NUMBERS TO BE ENCIRCLED CAN BE FOUND ON THE CARDS IN THE READER'S SERVICE SECTION



## News of Products . . .

(Continued from page 82)

### ELECTRIC CALCULATOR

The Electric Typewriter Division of the International Business Machines Corp., Lexington, Ky., has announced the IBM 632 Electronic Typing Calculator, designed primarily for the important business application of invoice and order preparation. Because numerical information, keyed in on the companion keyboard, can be added, subtracted, multiplied, rounded off, and held in "memory" for later processing, the IBM can automatically type, extend, carry totals, compute taxes, subtract discounts, position decimals, justify multi-digit numbers, and type out results. The typewriter has a conventional keyboard and can also be used for general typewriting purposes. With only a few minutes of instruction, provided by a tape recording, a typist can operate the computer.

(For Further Details Circle Index Code 033)

### TV CAMERA

A new "single unit" closed-circuit television camera with associated remote control accessories has been announced by the General Precision Laboratory, Inc., Pleasantville, N. Y. The moderately priced camera, Model PD-500, weighs 12 pounds and is completely self-contained. Included in the price of the camera are a camera tube and a three-lens, manually operated turret for quick variation of lens, focal length is standard equipment. A remote control box permitting camera operation from distances up to one mile away is also available. Remote control kits are provided to allow for remote operation of lens, iris, focus, and turret. The PD-500 package contains the



Single Unit Tv

camera, camera circuitry, and camera controls within a housing of 5 inches wide, 7½ inches high, and 12 inches long, eliminating the need for a separate control unit of external power supply. Only 5 foot-candles of illumination are needed for acceptable pictures.

(For Further Details Circle Index Code 034)

### VERTICAL DRAW BLINDS

The Siesta vertical draw blinds, which provide a modern look to offices and institutions, have a patented Vistarama control that controls light, air and view. Metal louvers rotate a full 180°, draw open and close on long-wearing nylon parts. The smooth vertical slats are easy to clean. Blinds are available in 37 decorator colors, four patterns and solids, from Kurdon, Inc., Chicago, Ill.

(For Further Details Circle Index Code 035)

### HEAT CONTROL

A simple new control unit that greatly increases the accuracy and reduces the cost of installing and operating the popular high velocity, double duct type of air conditioning systems has been introduced by the Johnson Service Co., Milwaukee 1, Wis. The unit, called the R-316, is installed in the thermostatically controlled high velocity units which mix hot and cold air in proper proportions to meet each room's temperature needs. The R-316 assures constant volume air delivery to each room regardless of the number of mixing units in the system, the length of duct runs or differences in pressure between the hot and cold air ducts. The unit has many important economic advantages.

(For Further Details Circle Index Code 036)

### FLAT DRAWER FILES

A flat drawer file that is ideal for storage of blueprints, drawings, tracings, maps, charts, photographs, X rays, film slides, etc., has been manufactured by Lyon Metal Products, Inc., Aurora, Ill. A hinged paperweight on the front and a protecting hood on the back of the drawer prevent edges of paper from curling. Stops prevent drawers from being pulled out accidentally, but are easily released when desired. Each cabinet has five drawers, the cabinets may be stacked one above the other to any desired height. The files are available in three sizes and with a variety of drawer divider arrangements.

(For Further Details Circle Index Code 037)

(Concluded on page 84)

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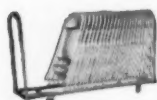


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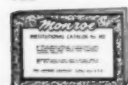


Full line of  
folding chairs



Above: Transport-  
Storage Truck No.  
TSC

Right: Transport-  
Storage Truck No.  
TSU



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### MONROE TRUCKS

Transport and store your folding tables and chairs the easy, modern way with Monroe All-Steel Trucks. Each truck is designed to handle either tables or chairs. Construction of Truck No. TSC permits storage in limited space.



### News of Products . . .

(Concluded from page 83)

### SAFETY BRAKES ON BLEACHERS

A new safety design feature is now standard equipment on all Wayne rolling gymstands. A brake system with 400 per cent more holding action checks unwanted forward or backward movement. Located under the front row of the gymstand are eight rubber padded brakes that support the entire front row assembly. Eight wheels automatically move into place to raise the brakes from the floor when opening or closing the bleachers. For more information, write to the Wayne Iron Works, Wayne, Pa.

(For Further Details Circle Index Code 038)

### COMBINATION SAFE-CHEST

New Safe-Chest Combination recently introduced by Diebold, Inc., Canton 2, Ohio, offers fire and theft protection for records and cash. This compact unit in chroma gray



Safe-Chest

comes in six models with a variety of interior arrangements. It measures approximately 19½ in. wide by 20 in. deep. Models range in height from 50 to 58 in. The unit is approved by both the Underwriters Laboratories and Safe Manufacturers National Association.

(For Further Details Circle Index Code 039)

### RADIO RECEIVER

A fixed-tuned, five channel radio receiver for use in school and institution sound systems as a program source, has been introduced by Kaar Engineering Corp., Palo Alto, Calif. The receiver may be pre-tuned to five different AM broadcasting stations selected by a knob on the front panel. Since the conventional tuning dial has been eliminated, improper tuning is avoided. The receiver is designed for 24-hour operation and is available in a hammer-tone steel cabinet or for mounting in a standard telephone relay rack. The receiver is equipped with an electronic alarm circuit which turns on a lamp on the front panel in the event the incoming radio signal or the receiver itself fails. The built-in loudspeaker may be kept silent or turned on while the receiver is in use.

(For Further Details Circle Index Code 040)

### CATALOGS AND BOOKLETS

A new 22-page booklet illustrates and describes the varied uses of light steel structural sections in school construction. The booklet may be obtained, free of charge, from Penn Metal, Inc., Boston 9, Mass.

(For Further Details Circle Index Code 041)

Garcy Lighting, Chicago 47, Ill., has prepared a brief and nontechnical outline of the essentials of good school lighting. Copies of "What to look for in school lighting" are available on request to the company.

(For Further Details Circle Index Code 042)

A new catalog showing many outstanding examples of Plaques, Tablets, Honor Rolls, Memorials, and more than 350 other illustrations available in bronze, aluminum, and nickel silver has been released by Meierjohan-Wengler Co., Cincinnati 2, Ohio.

(For Further Details Circle Index Code 043)

An eight-page catalog sheet gives specification for basketball stops, playground and swimming pool equipment made by The Everwear Mfg. Co., Inc., Newport, Ky.

(For Further Details Circle Index Code 044)

Bobrick Dispensers, Inc., of Brooklyn and Los Angeles, is offering an interesting folder on soap dispensing equipment, reporting "How a major school system cut maintenance costs by 50 per cent on one item." Send for a free copy.

(For Further Details Circle Index Code 045)

Lighting versatility can be assured by 100 fixture types from just three sizes. Write for Product Information Bulletin VG-857. The Miller Company, Dept. PR-10, Meriden, Conn., for complete details.

(For Further Details Circle Index Code 046)

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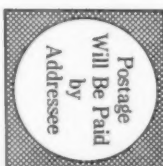
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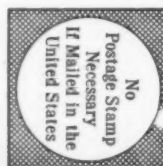
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#### NEWS OF PRODUCTS FOR THE SCHOOLS



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Romulus Mich.  
Jan. 9, 1958.

Dear Sir,

I want to tell you honestly and sincerely how much I like the wonderful new Chevrolet school bus I drive. It has power steering and power brakes, and handles so easily it almost drives itself.

When I first got this new Chevrolet, I was afraid it might be hard to drive. Being it is a 60 passenger model. But I can honestly say it's the best handling vehicle I've ever driven — and that includes a lot of cars and trucks.

School children are very important people and parents want the best for them. As far as I'm concerned my new Chevrolet School Bus is the best for the 175 pupils I transport every day.

Sincerely,  
Esther Kurtzhals

P.S. Enclosed is a snapshot of me and the school bus.

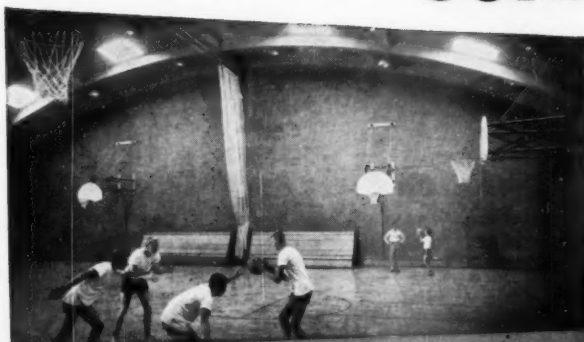


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